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a. Justice, Dept. of Military Service Branch
REPORT

Government
Publications

(12)
OF THE

**DIRECTOR OF THE MILITARY
SERVICE BRANCH**

TO THE

HONOURABLE THE MINISTER OF JUSTICE

ON

THE OPERATION OF THE MILITARY SERVICE ACT, 1917

[Lacks Part V - Addenda.]



OTTAWA

J. DE LABROQUERIE TACHÉ

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

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The Honourable the Minister of Justice,
Department of Justice,
Ottawa, Ontario.

SIR,—I have the honour herewith to submit for the information of the Government my Report on the operation of the Military Service Act under the direction of the Military Service Branch.

I am, sir, your obedient servant,

H. A. C. MACHIN, Lieut.-Colonel,
Director.

OTTAWA, March 1, 1919.

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PART I.

THE MILITARY SERVICE ACT AND ITS ADMINISTRATION.

I.—INTRODUCTION.

On August 29, 1917, when the Military Service Act received the Royal Assent, Canada had been engaged in a supreme effort during over three years of war; Canada, a nation of only eight and a quarter million inhabitants, had raised by voluntary enlistment the remarkable total of 437,387 soldiers—to say nothing of those who volunteered only to be refused on account of physical defects—a percentage of her population which has been commented on the world over in the same breath with the deeds of these soldiers on the bloody fields of Europe. To realize the magnitude of this effort one may simply note that on the basis of population, in order to compare with the effort of this country under the volunteer system, the United States would have to produce an Army of 5,511,000 volunteers.

Starting thus in a country fairly exhausted by a colossal effort, which is perhaps unsurpassed in the history of volunteer armies, at a point where a great majority of the choicest young manhood of the country had been encouraged and allowed to proceed to the Front without regard to their place in the industrial, agricultural or scientific life of the nation, the Military Service Act within a period of 13 months' actual operations has made available for military purposes a gross total of 179,933 men and at a total cost of only \$3,661,417.20, and has accomplished this result by calling to service only unmarried men of ages 20-34, without touching compulsorily the 78,901 youths of 19-20 years registered under the proclamation of May 6, 1918, and without exerting any vital disturbance in the industrial or agricultural life of the country.

II.—CONTENT OF REPORT.

In the report of the Military Service Council presented on April 4, 1918, a complete and narrative account is given of the development of all preliminary and basal operations under the Military Service Act and of the policy and procedure instituted and put into force by the Department through this Council.

The present report is chiefly designed to present in complete and detailed form the final results accomplished under the Act and will therefore omit a repetition of those details of procedure by which these results were obtained, such details being, however, available in the report of April 4, 1918, as an addendum to the present report. This latter will be divided into five parts. Part I will concern itself with two main subjects, the important policies and procedure either instituted subsequent to the publication of the report of the Council referred to above, or which were in a formative stage at that date, and certain vitally important factors which have contributed to the successful operation of the Act and which have been in effect since its inception. Part II, constituting the main worth of this report, is designed to show in popular style exactly what has been accomplished under the Military Service Act. It will contain a considerable number of charts accompanied by short descriptive statements and tables, condensed from the main and more detailed tables, which will show at a glance those results that are of special importance and in which every one is interested. Part III will include a complete summary in tabular form of all the statistical information gathered by this Branch and of which the more essential parts have been shown in easily understandable form in Part II.

In Part IV will be found a short report from each Registrar under the Military Service Act. These reports are designed to point out those things which have distinguished the various districts in their acceptance of the principles underlying the Military Service Act, and to emphasize certain distinctive details of administration, which each registrar may desire to point out. It was thought advisable not to lay down any standard form which registrars were to follow in the preparation of these reports; but to leave each to show the individuality of the writer and of his province, and as a result these brief individual reports will be found interesting throughout. Part V consists of certain addenda to complete the information furnished with the report of the Council. It contains specimens of advertising, printed forms, orders in council bearing on the Military Service Act and Regulations and, in general, any printed matter of importance that has been issued since April 4, 1918.

III.—THE GENERAL ORGANIZATION.

I would briefly review the executive organization adopted and developed to carry out the provisions of the Military Service Act and Regulations.

To act directly under the Minister there was created the Military Service Council under the chairmanship of the Deputy Minister of Justice. To this Council, and to the work done under the direction of the Minister of Justice before its creation, is due the policy, organization and general procedure as well as the regulations which have made a success of the Military Service Act. This Council continued in office until June 15, 1918, when it was disbanded and the Military Service Branch continued on a purely departmental basis under the directorship of the writer.

Acting under this Council there were appointed fifteen registrars and deputy registrars throughout the Dominion, and to the unflagging zeal as well as organizing and executive capacity of these men, who in order to serve in general gave up businesses yielding large personal emoluments, is due the successful prosecution of the policy and procedure enunciated through the Council.

Upon registration each man came under the jurisdiction of the registrar, who henceforth held every document bearing on the man's status under the Military Service Act and who recorded and generally guided every move relative to the final liability and desirability of the registrant for military or civil service.

The Act made provision for an elaborate judiciary machinery so that no man could feel that opportunity had been denied him properly to prosecute a claim for exemption. This judiciary system consisted of local tribunals, appeal tribunals and the Central Appeal Judge. All claims for exemption passed first before local tribunals, whose judgments were supposed to reflect their personal knowledge of local conditions and of the applicants. These tribunals, of which there were 1,387 throughout the Dominion, each consisted of two members, one being appointed by the Board of Selection established by joint resolution of the Senate and House of Commons and the other being appointed by a County or District Judge. Cases which were unsatisfactorily decided before the local tribunals were carried as appeals, reviews, etc., to one of the 195 appeal tribunals, each of which consisted of one judge appointed in general by the Chief Justice of the province: it being the duty of registrars to see that all documents relative to the man's claim were brought to the attention of this tribunal. All appeals from the decisions of the appeal tribunals and many thousand other claims, which had not reached appeal tribunals were carried for final and uniform decisions to the Central Appeal Judge.

In addition to the judiciary system above described, provision had to be made for medical examination to determine the registrant's fitness for military service. These examinations were conducted by Military Medical Boards established in each military district by order of the Director General of Medical Services, and by Medical Boards of Review of which there was one in each district and whose decision subject to appeal to the Central Appeal Judge was final as regards claims for exemption on grounds of physical fitness.

IV.—THE RESULTS.

It is probable, sir, that nine out of every ten men who may hear of this report will be content with answers to three questions: first, "How many men did the Act make available for military service?"; second, "How much did it cost?"; and third, "How do these results compare with the volunteer system?" The tenth man will probably want the above information by provinces, may even desire to know the cost per man made available, and will also realize that all our results have been obtained from the sifting of Class I alone. Although absolutely complete, detailed, and analysed answers to the first two questions above are given in graphical and tabular form in Parts II and III of this report by districts, provinces, and the Dominion as a whole, it may be of interest to furnish at this point such answers as will satisfy the average reader.

In the first place, it is well to emphasize that the expression "made available for military service" is open to many interpretations: first, this expression may very properly be taken to mean all Class I men who were turned over to military jurisdiction and who at the time of passing from civil to military control were or had been placed in a sufficiently high medical category by competent military medical boards; together with all men of "A" and "B" categories still under civil jurisdiction on November 11, 1918, but whose claims for exemption had been finally refused and who were and are available for instant call. For convenience we will refer to men included in the above designation as "Available I," and it is with considerable pride that I state that the Military Service Act has put 179,933 men in "Available I."

I would point out that from the standpoint of this department the above is the most nearly accurate criterion to show what the Military Service Act accomplished,—although it leaves out of consideration thousands of other men who would have been available for military service within a short period, as a result of the completion of the well advanced reviews of their cases by the registrars—as all the men included in "Available I" were either transferred or are ready for immediate transfer as a result of the operation of the Act from civil to military control, and at the time of such transfer were of proper category for military service. The fact that a considerable number of these men, 16,108, were lowered in category after reporting for duty is paralleled in any volunteer system without any account being taken thereof, and represents simply the ordinary stock deterioration of a business concern.

In the second place, however, some will say that they do not care about the men whom the registrar had all ready to order for duty, but would know the number made available exclusive of the latter. We will refer to this second definition of men made available as "Available II", and may state that it contains 153,708 men. It may be pointed out, however, that it is a very superficial view which would exclude from results of the Military Service Act those men who were ready for instant call on November 11, and it may be advisable to indicate why such a large number, namely, 26,225 were so ready.

About August 1, 1918, all registrars outside the province of Quebec were instructed temporarily to stop the call of men, in order that Quebec, which at that time was far behind largely owing to the fact that the Depot Battalions could not absorb sufficiently fast the men whom the registrars had ready, especially as a result of the call of the 20-22 Class, might catch up. By the time, October 3, 1918, that Quebec had reached a parity with other provinces in its call and instructions were issued to continue the call throughout all districts, the epidemic of influenza had broken out and in practically every district, on instructions from the General Officers Commanding, registrars were asked to call no more men. Hence, as a matter of fact, outside the province of Quebec comparatively few men were called for duty after August 1, 1918.

Thirdly, it may still be said, however, that of the above men, those who were put in uniform, kept only for a short time in Canada, and then lowered in category and

returned to civil control, have little to do with the results of the Military Service Act. If we exclude these from the number made available, the balance, "Available III", amounts to 137,600 men. This number is unfair to the Act in any comparison with the volunteer system, because, as is well known, in the great competition of raising battalions, a competition necessary to the success of the voluntary system, there was an irresistible temptation to fill up the ranks in record time even with men of questionable physique. These were the "misfits" who were later discharged, but who in any rating of the results of the volunteer system figure as men made available.

Finally, it will be pointed out that a large number of the men put under military control, in fact about 24,139 defaulted their Orders to Report and have never put on a military uniform. If these are excluded the number of "Available IV" soldiers, i.e., the most restricted possible classification of men made available, amounted to 113,461, this number including 7,673 Class I men who were permitted to enlist in various units outside the Canadian Expeditionary Force.

The fact that included in each of the above classifications of men made available are a good many thousand men to whom the military authorities gave compassionate and other conditional leaves of absence, or discharged them without return to registrar's jurisdiction after seeing very limited service, can of course in no way enter into consideration of what the Military Service Act accomplished, because such leaves and discharges are purely military matters and incident to any military system.

We come now to the cost of the operation of the Military Service Act up to the point where the military authorities took charge of the men made available by the Act and it may be well to mention that this cost in general has been divided into cost of registrars' organizations, cost of head office, cost of printing and supplies, cost of local and appeal tribunals, cost of Central Appeal Court, and cost of advertising.

The total amount expended by the Military Service Branch and made up of the above items, was on January 31, 1919, \$3,661,417.20. It is only fair, however, to point out that this amount is considerably greater than our actual expenditures because of the very valuable and permanent equipment, such as hundreds of steel filing cabinets, etc., with which we are charged but for which upon return to the Public Works Department we will receive no monetary credit.

Without taking this latter fact into consideration, if we inquire how much was the cost for each man made available, we see from the above figures that an "Available I" man cost \$20.35, an "Available II" man cost \$23.82, an "Available III" man cost \$26.61, and an "Available IV" man cost \$32.27. All of these figures, however, represent a considerably larger amount per man than they should, because they take no account whatever of the great amount of work which had been practically completed, but which had borne no fruit at the time of the signing of the Armistice. For example, there were 40,000 practically completed reviews which upon final completion would have furnished an estimated total of 20,000 men; we had registered 78,901 of the 19 Class, of whom 32,000 had reached the age of 20 years and which class would have furnished cheaply through our smoothly and efficiently working machinery, probably 37,000 men, taking into consideration the high percentage of men physically fit between those ages; and finally we had registered 32,072 Americans which in all would have yielded a considerable number for our Armies.

The answer to the third question above is in part easy and in part impossible to give. In numbers furnished, the Military Service Act, starting in a country which had willingly yielded a startlingly large percentage of its available young men, compares favourably with the number furnished by the volunteer system at the zenith of its success in a country untouched of its manpower, and overtops in splendid fashion, as is shown in chart 24, Part II of this report, the number being furnished by the volunteer system at the time that the Military Service Act came into operation. To compare the cost per man of the Military Service Act viewed in its most unfavourable light and without regard to the fact that it started to raise a crop on a field the fertility of which had been practically exhausted, with that of the volunteer system of this country,

is impossible because the cost figures of the latter system are of necessity unavailable, as men of wealth who raised battalions did not tabulate the cost. It is well known, however, that many battalions were raised in this country at a cost of over \$200 per man. In the United States it has been estimated that the cost per volunteer in 1914 was \$24.48, and in 1915 was \$19.14, and even though this may not include certain transportation and subsistence expenses, which enter into the selective draft system, it is also probable that it omits a very large expenditure by individuals.

A comparison of the cost per man of the Military Service Act with other selective draft systems must be viewed in the light of the 437,387 men who had already at the time of its passage gone overseas as volunteers. Starting with a virgin country of enormous fertility and ease of cultivation, the cost per man made available in the American draft, when hundreds of thousands of its young men claimed no exemption, was \$7.90. What would it have been if that country had already sent overseas 5,511,000 of these young men who claimed no exemption. The cost per man posted to H.M. Forces under the British draft was about £4-14-7.

V.—RÉSUMÉ.

It is perhaps advisable for the sake of continuity to recall in chronological order the steps taken to carry out the policy of the Government as indicated in the provisions of the Military Service Act.

Although this Act did not become law until August 29, 1917, substantial progress under the direction of the Minister of Justice had already been made with the preparations necessary for enforcing it. The difficult task of placing the local tribunals had been practically accomplished; the preliminary draft of the regulations had been prepared and put into type; communications were in progress with respect to the appointment of the members of these tribunals, and such other steps had been taken as could usefully be had at that stage of the proceedings. On September 3 following, the Military Service Council was constituted by Order in Council "to advise and assist in the administration and enforcement" of the Act, consisting of the Deputy Minister of Justice, who was by the order named Chairman, Oliver Mowat Biggar, K.C., of Edmonton, John H. Moss, K.C., of Toronto, Louis J. Loranger, K.C., of Montreal, and the undersigned.

The initial problems confronting the Government were of enormous importance and difficult of solution. The country was reeling from its efforts in providing a volunteer force and it was necessary to resort under legal sanction to the young men who had failed to hear any compelling call to service as their brothers sailed overseas, as well as to sections of the country where there was as yet no universal recognition of the obligations of citizenship. A system of registration had to be devised and adopted; it was necessary to visualize and map out the procedure to be followed by registrars in handling the recording problems of this immense business; to set up a complete system of tribunals; to indicate procedure for scheduling and hearing claims for exemption; to draw up innumerable and complicated forms to carry on the procedure decided upon; to approve, in order to carry out the provisions of the Act, a vitally important series of regulations and instructions to tribunals which had to be understood and applied largely by men not versed in the law and its expressions, regulations by which the most sacred rights and compelling obligations of registrants were to be adjudicated, and regulations and instructions which were not only to effect practically every home in Canada, but were to work in unison with the economical development of the nation; a policy of publicity had to be considered, which was necessary to educate a sparsely settled country to their duties and privileges under the Act; and then dispositions had to be made with respect to a people whose history, and the history of whose forefathers, showed a proud and splendid support of voluntary enlistment and a mistaken conception of compulsory and selective service. There seems no doubt in this connection that the publicity instituted by the Council was responsible for the province of Quebec registering 80 per cent of its total registration during the last week of the registration.

It is, therefore, no small triumph to recall that by September 6, 1917, the general and basal principles of procedure had been arrived at; by September 11, through the advertising medium of Messrs. McKim, Ltd., the public were informed in illuminating fashion through the press, from the Atlantic to the Pacific of what procedure was proposed and a campaign of education was started, which was of great value in acquainting the public with their duties, obligations and rights under the Act; by September 15, military medical boards had been constituted in every district for the medical examination of men liable for service, who were to report voluntarily for medical examination and of whom up to November 10, 1917, some 200,000 had been medically examined, and by October 1, all forms for registration had been drawn up, printed and distributed to post offices and some fourteen million copies of other forms were ready for the work of registrars.

On October 13, 1917, issued the Royal Proclamation calling upon Class I men to register. By this date the amount of work which each registrar would have to handle had been estimated with accuracy and the latter had been instructed in chart form of the various operations which would need to be performed in their offices and of the number and capacities of their staffs, as well as the floor space area necessary for their use; by October 19, the most important regulations had been co-ordinated and approved; by October 22, a pamphlet containing copy of the Act and regulations and special instructions for tribunals was distributed, which pamphlet was reprinted on November 10, and superseded by a consolidation and revision published on March 2, 1918, the latter proving sufficient to complete the work. By November 8, all local tribunals had been constituted and all but six were ready to receive applications for exemption; by November 12, all local tribunals were at work on the lists of claims assigned to them for each successive day by the registrars; by December 1, medical examination of all men who had waived exemptions and signed reports for service had been completed and by December 5, the work of deciding the original claims for exemption had been finished by practically all local tribunals outside the provinces of Saskatchewan and Quebec, the former being delayed by miscarriage of the books of instructions to tribunals, and the latter by the indisposition of certain tribunals to the prompt disposition of their cases and by the fact that many of these tribunals were fairly swamped at the end of the registration period by the flood of registration.

On December 18, 1917, registrars were ready to begin the call of draftees to the colours; but owing to the delays in Quebec and Saskatchewan and the approach of the Christmas season, instructions were issued to begin the call on January 3, 1918, on which date in every province except Nova Scotia and Prince Edward Island, where delay was necessary on account of the Halifax explosion, the call of men began; the number of the call being limited to the capacity of the various depot battalions to handle the men called up, varying from 25 to 200 per day, and which continued in some districts up to the signing of the Armistice.

By January 31 the judiciary wheel had moved around one cog and the great bulk of appeals from decisions of local tribunals outside the province of Quebec had been disposed of by the appeal tribunals, the work of these tribunals in the latter province being greatly delayed for reasons stated on pages 13 and 14 of the report of the Military Service Council referred to above. By this same date review operations, which have played a very important rôle in our work and of which a detailed account is given in this report, were begun by the registrars.

VI.—THE REGISTRARS' ORGANIZATIONS.

The organizations in use by the registrars under the Military Service Act have been so efficiently constructed as first-class and up-to-date business concerns that it is with pleasure that I describe briefly their salient features.

As has been stated, the initial difficulties of organization, duties of officers, and size of staff and office space, were largely obviated by the skilful calculations carried out initially by the Military Service Council, and the chart of operations issued by the Council and prepared largely through the efforts of Mr. Biggar, enabled the assistant registrars and supervisors to obtain a general idea of exactly what operations would be necessary throughout their work. This chart gave in detail the progress of the various documents which were to come into the registrars' offices, and every stage of the multiplicity of operations was noted thereon, and the interlocking of the various papers graphically presented. The great mass of detail was thus comprised in a very small space and enabled the registrars easily to instruct operators in carrying out the work. This chart, which visualized the workings of the Act and regulations, was of inestimable value and assistance to registrars.

At the time the public representative was added to the registrar's staff, some changes in the original plan of general organization were put into effect. For instance, in one large office, the registrar personally handled important correspondence and all rulings in connection with the various operations and interpretations of the Act and regulations. One assistant registrar was responsible for interviewing and for the details of new registrations; while another assistant registrar was in charge of operations. The duties of each of these officials, including the public representative, were laid out carefully on a chart which showed as well the place and responsibility of each member of the operating staff. As a result, all operators were brought under one head and the proper co-ordination between the various departments and sub-departments established and an orderly gradation of authority and responsibility secured. In conjunction with this, a system of daily reports was used, by which each supervisor reported daily the amount of work which was done by each department. These reports were collected and tabulated and a combined report made to the registrar each morning on the work of the previous day. By this method, it was comparatively easy to shift the members of the staff from one department to another to meet the varying demands of any work which was necessary to be put through quickly.

The general idea in determining divisions in the organization was that authority should be decentralized and that responsibility for the many operations should be placed definitely upon the heads of departments and, through them, upon supervisors; and in order that there should be no break whatever in the operations, an effort was made to have at least one understudy for everyone of the supervising staff. Ample opportunity was afforded to every clerk to master the various operations, and the holding of any post was from the outset determined by merit alone.

The organization in general consisted of the following departments: general correspondence, mailing, filing, operating, permits, pay-roll and accounting, public representative, and statistics.

All the routine correspondence was handled in one department. Immediately following the opening of the incoming mail, the proper files were drawn and despatched to correspondence clerks, who were in constant touch with the departments concerned. The outgoing letters were visé by two senior clerks, before they were mailed. The operating department was responsible for what might be termed the routine handling of documents in connection with appeals, applications for extensions of exemptions, medical boards, orders to report for duty, transfer of files, etc. Each one of these groups formed a sub-department, with a larger staff engaged in typing and checking. It was found to be of considerable advantage to put all typists in charge of one supervisor and the various sorts of work were handled by the typists at the same time, and in this way the typing was equalized and no operators were left idle while others were over-worked.

Requests for permits to leave Canada were handled by the permit department. There were a great many applications and the head of this department came into personal contact with the applicants, and was enabled to calculate whether a man's

category, as shown on his file, seemed consistent with the man's appearance, and as a result of his observations a considerable number of these men in low categories were sent before a Medical Board of Review and raised to category "A."

The original plan of operations called for rather extensive use of schedules to keep track of the various stages. The Claims for Exemption and Reports for Service were scheduled at the outset to the various tribunals and medical boards respectively, and in subsequent operations in the way of appeals, re-examinations, etc., a much further use of schedules was necessary. While the use of these schedules would have been ample for all purposes of statistics and records, had the operations of the Act not extended beyond a few months, the later work would have been greatly facilitated if a complete card system had been introduced originally. When the 19 Class registration was being put through, the reports were at once transferred to cards and all records subsequently placed thereon. This same procedure, with some slight variations, could easily have been carried out originally; if that had been the case, as the registrations were received in the registrar's office the information would at once have been transferred to a card which could have been used as a working card, with which all subsequent operations could have been carried on. At the same time, a master card, based on the Hollerith system, could have been used; on this the subsequent information would have been recorded by the Hollerith system of punches and later used for the compilation of all the necessary statistics. However, the introduction of our statistical card described in section VIII of this report, has been ample for all our purposes.

The only alphabetical list of registrations provided for was one known as the Rand Index. This enabled the serial number, name and address to be filed in a very accessible manner. It was comparatively easy to operate; but subsequent operations—for example, in determining duplications—made it necessary to consult the files. Thus, while the first operation was quick, the succeeding ones were much slower, and a great improvement would have been either the installation of a complete card index, alphabetically arranged, with the name, address, serial number and some details as to age and occupation of all registrants; or, by the installation of a complete Rand Index in which would be filed not merely the name, address and serial number, but other additional and essential information.

In conclusion, I may emphasize that it has been the settled policy of this Branch to entangle its operations with as little red tape as possible and to leave all details of office procedure to the individual registrars, reserving to itself the duty of mapping out general policies and procedure, and from this has resulted an organization whose spirit and team play has been most exceptional.

VII.—THE TRIBUNAL SYSTEM.

It is obvious that the most important machinery set up to carry out the provisions of the Military Service Act was the judiciary system, consisting of local tribunals, appeal tribunals, and the Central Appeal Judge, and concerning whose jurisdiction detailed regulations prescribing the rights of appeal, re-hearings, extensions of time, etc., were early enacted to be later amended as experience gave wisdom.

A brief comparison with the tribunal system in operation during the first United States draft may be of interest; but it must be remembered in considering and appreciating the work performed by our tribunals that the Act and regulations contemplated them only as exemption tribunals and not as boards of selection. The American system consisted of local boards, district boards and a presidential board, and its main distinction from our system lies in its limits of jurisdiction. The local boards were principally concerned with questions of dependency and had no jurisdiction over the large numbers of important claims based on employment in industry and agri-

culture, the latter claims coming within the original jurisdiction of the district boards. Our local tribunals on the contrary had to sit in original judgment on absolutely all claims. Moreover, decisions reached by local boards could be appealed to district boards, but the decisions of the latter were final in all matters within the original jurisdiction of the local boards; whereas not only might all decisions of our local tribunals be appealed, but appeals might be carried in all cases through appeal tribunals to the Central Appeal Judge. Finally, in the United States only appeals could be taken to the presidential board in those claims which came within the original jurisdiction of the district boards, i.e., on grounds of industry or agriculture.

It appears, therefore, that our system by increasing the opportunity for appeal, and by increasing the initial jurisdiction of each of its units, has imposed much heavier duties on all tribunals than has been done in the United States and has tended to slow up the process of selection, while however, at the same time leaving less loop-holes for irreparable injustice or injury to the national interest to enter. Moreover, the very general appeal privileges of our system greatly added to the work of the Central Appeal Judge in comparison with that of the presidential board.

The country should realize the very difficult task imposed upon the men who undertook to perform their duties as members of our tribunals. They had ever to balance two prime duties, to furnish reinforcements for our armies and to maintain our industries with as little upheaval as possible. This problem in Canada had been rendered unusually difficult by the fact that a relatively large army had already been recruited and those in charge of the country's industrial and agricultural operations felt some misgiving that although the army must be reinforced it could not be done without serious prejudice to their operations; in other words, it seemed as though the country had its back to the wall, and might in the operation cripple its very economic existence. Is it not therefore a triumph of considerable magnitude that has been performed by our tribunals, who have been able in deciding individual exemptions to furnish a further large army without disturbing the country's business to any unbearable extent?

Local tribunals, who in general were made up of ordinary citizens unskilled in the law or judiciary work, had an especially heavy task placed upon them, and in general great credit has accrued to their efforts. In some districts, however, notably in the province of Quebec, a very large percentage of claims for exemption were granted by local tribunals and it was necessary under the review operations, with considerable expense and delay, to appeal a very large proportion of these to the appeal tribunals and the Central Appeal Judge. It is believed that our regulations would have been improved if they had limited the jurisdiction of local tribunals purely to questions of dependency, because that is the one thing for which local knowledge is essential; if such restrictions had been provided, the period covered by our long drawn out system would have been considerably curtailed, with probably no lack of justice. Even in these questions of dependency alone the local tribunals had one of the most difficult problems to solve, and it is believed that in general they nobly performed their duties of protecting the national interest against the pleadings and machinations of selfish claimants, while at the same time treating reliable claims of dependency with proper consideration.

Although compensation at the rate of \$5 per day was paid members of local tribunals, it must not be forgotten that these men were chosen from amongst the most respectable and consequential men of their districts, and hence it is fair to assume that the majority of members of such tribunals gave their services with considerable personal sacrifice.

To appreciate the extent of work performed by local tribunals, it may be stated that 395,162 cases were heard by 1,387 tribunals, at an average cost of \$1.25 per case, and that of this number 338,171 received and 56,991 were refused exemption.

As was to be expected, the appeal tribunals consisting of County and District

Judges, and selections from the Provincial Supreme Courts appointed in general by the Chief Justices of the provinces, performed their work with distinction, the result of appeals to the Central Appeal Judge from these Appellate Courts proving very conclusively that the formulators of our regulations would have been well advised to make the decisions of the Appeal Courts final in all claims made on the great majority of grounds. Although the duties of the Appeal Tribunals were thus in general exercised with promptitude and satisfaction, there were, I am sorry to say, one or two regrettable exceptions of Judges who failed, or unduly delayed to dispose of the cases assigned to them, and so while neighbours and friends of the subjects of these appeals, whose cases went at the same time to other courts, were serving in France, the men before these two judges were enjoying complete and absolute exemption, and at the same time registrars and the Act itself were receiving unjust criticisms.

To the appeal tribunals and the Central Appeal Judge eventually came the real task and the fundamentally difficult one of co-ordinating the Military and Civil needs of the Dominion, in a country already stripped of its finest personnel. These judges had to listen to and properly allocate the pleadings and arguments for special protection of every department of our national activities, all the way from wireless operators to religious sects; arguments which considered per se and without regard to other departments of our life would have been unanswerable, but which if acceded to would have left nothing available for the army but a motley crew of tramps.

The appeal tribunals handled in all 120,448 cases, of which exemption was granted in 83,667 cases, and at an average cost of only 29 cents per case. This work with absolutely only the exceptions noted above, was done not only with expedition, precedence always being given to this work of national importance, but with such thoroughness that the Central Appeal Judge reversed only a very small percentage of appeal tribunal decisions, and in cases of several Appeal Judges not a single decision was changed by the Central Appeal Judge.

The volume of work handled by the Central Appeal Court was rendered extremely heavy by the fact that regulations of increasingly broad scope were passed permitting the central appeal of claims at almost any stage of their progress, e.g., cases could be scheduled to the Central Appeal Judge as appeals for which leave had been granted by appeal tribunals or by the Central Appeal Judge; as applications for leave to appeal from decisions of appeal tribunals; as reviews of decisions of local tribunals; as reviews of decisions of appeal tribunals; as applications for extensions of exemption previously granted by the Central Appeal Judge, or by local or appeal tribunals not previously dealt with by the Central Appeal Judge; as special appeals, and finally as original appeals, which had not been before either local or appeal tribunals. There was thus practically a universal right to bring cases before the Central Appeal Judge. In the Quebec district, where the situation was aggravated by the riots, it was found advisable on account of the great delay which would have attended upon the usual procedure to schedule no less than 13,000 claims within a few weeks to the Central Appeal Judge, and it is not surprising that considerable delay was incident to the disposition of the flood of business which ensued, and the very large and complicated organization which was necessary to handle it. Moreover, these delays were unfortunately accentuated and extended through the office management of the Assistant Central Public Representative, an officer for whose direction this Branch was not responsible, and through an indisposition on his part to co-operate with the Branch or registrars. Although the situation thus produced naturally enough proved embarrassing to the registrars, and in fact gave virtual exemptions to the men concerned, this embarrassment seems trivial when viewed in the light of the fact that of 42,300 cases heard by or undisposed of in the office of the Central Appeal Judge, at a cost of \$5.55 per case, excluding 20-22 Class cases sent to the Central Appeal Judge and also cases where leave to appeal was refused by the Central Appeal Judge, exemption was refused in 20,240 cases.

VIII.—THE STATISTICAL SYSTEM.

In connection with the very complete tables and charts given in Parts II and III of this report, to indicate the results obtained under the Military Service Act, it is with considerable satisfaction that I make the claim that probably no department of the Government carrying on such an enormous and complicated business as this Branch has directed during the past year, has ever been in possession of a statistical system that ensures greater accuracy and completeness of detail.

As far as the head office is concerned, the necessity of complete statistics has been recognized from the start, and the work of the statistical branch of this office has always been thoroughly up to date, but obviously only as complete and accurate as the figures which were furnished to it. It has handled with accuracy all estimations upon which the various registrars have proceeded and upon which important governmental policies have been founded. It produced daily returns of registrations and dispositions of tribunals during the early months. It has furnished since January, 1918, when the first call for men was made, a detailed semi-monthly report on the results obtained under the Military Service Act, and since the commencement of review operations has prepared a monthly return of this particularly important work. It has directed through registrar's offices the complicated and arduous attempt to make our figures balance with those of the military. It has from the start guided and directed the statistical operations of each registrar's office and finally it has put into operation in those offices a statistical ledger system which, in completeness and accuracy, can probably not be surpassed by any organization in the country.

In the early stages of operations under the Military Service Act the huge amount of work involved in the disposition of claims for exemption, together with the difficulty of obtaining sufficiently qualified staffs for each office, necessitated registrars recording their statistics in a very loose, haphazard and general manner, especially as it was felt at that time that all efforts must be bent upon obtaining re-inforcements for the Canadian Forces overseas, without diverting any energies towards keeping a summarized account of the different operations which were taking place in each registrar's office.

The first move that was made to systematize the statistical systems growing up independently in each registrar's office, was forced upon us by the need of obtaining statistical information to include in the report of the Military Service Council published on April 4, 1918, to which reference has already been made. It was discovered at that time, as had been anticipated, that although everything was preserved on registrars' files, it was not only an enormous task to obtain summarized information therefrom, but on account of the complication of the items making up this information, it was found most difficult, within the time limited, to secure such information and to get a uniform interpretation among the registrars of the facts wanted. In fact, in order to prepare the information called for, night shifts were called for in practically all offices for a considerable period of time, and moreover the statistics eventually secured and tabulated, as a result of this effort, could not be classed as representing the last word in accuracy. It was consequently decided at that time that when the proper time arose, and before further complete information was required, a uniform system of statistical tabulation would be installed in all our offices, and during the past summer, when the work of registrars had considerably slackened, but when it was dangerous to let out now skilled staffs when there was danger that at any moment another Class might be called, the opportunity arose for the installation of this system.

This was not a simple task and it was of such fundamental importance that this great chapter in the Dominion's history should be accurately and scientifically preserved, that it was felt no efforts should be spared. The decisions to be made initially were to determine exactly what information we wished to tabulate, and the most accurate means of such tabulation; whereas the final problems were those of installing the system and of having it interpreted and carried out with uniformity in each office.

As a result of much study at the head office, a statistics ledger was evolved, having connected with it a statistical card for each registrant, which card would show upon its face the complete history of his case. One of the most valuable by-products of the installation of these cards arose from the instructions issued in connection therewith, to the effect that eventually every file in the office must be checked to a card, and the necessary house-cleaning in connection with this going over each file was illuminating even in our best offices and discovered a goodly number of fairly serious errors and omissions which had crept in during the rush of operations, and lay hidden in the maze of files.

The statistical ledger was divided into seven ledger sheets, which referred respectively to: registrants reporting for service, registrants claiming exemption, local tribunals, appeal tribunals, Central Appeal Judge, review operations, and men made available; and which included, in toto, 244 columns and covered, I believe, every bit of information and every operation connected with the disposition of claims for exemption and reports for service that can be of value to preserve.

As a matter of fact the system installed is in reality the day book and ledger system of an ordinary business house. Once the ledger was brought up to date it was an easy matter to record all daily operations which took place in a registrar's office in regard to the disposition of any cases. The statistical cards, which were made from the original documents, were filed in card drawers under the supervision of the statistician who had complete charge of the ledger. Upon the conclusion of any operations, the cards for such cases were drawn by the clerks noting the operations on the men's files and other records, and these operations were recorded upon the statistical cards. These cards were then passed to the statistical department where they were entered upon the daily vouchers, the introduction of which was advised as a necessary check by two skilled accountants, who went over the system before its final adoption. The daily vouchers, at the end of each day, were forwarded to the statistician who made the proper entries in his ledger. Thus at any time, by referring to the statistics ledger, the registrar or the inspectors from the Military Service Branch, knew the exact standing of all operations in any registrar's office.

This ledger system was presented to the registrars and statisticians assembled in conference at Toronto on September 16, 1918, where it was unanimously agreed to adopt it. At this time practical instructions in the actual setting up of the system were given the statisticians during the two days session, which instructions have been amplified since by the circulation of question forms among the different statisticians and by the inspection of every registrar's office by someone thoroughly familiar with the statistical system. At the present time each district has completed a statistics ledger and every registrar has furnished this Branch with exact and accurate information from copies of his several ledger sheets of all phases of the operations which have taken place under his jurisdiction since the opening of his office.

IX.—THE WORK OF REVIEW..

One detail of our work that I am particularly proud to mention and which was not only of great importance in furnishing reinforcements to our Army, but was at the time our operations closed approaching its maximum efficiency and was beginning to yield the main results of months of labour and investigation, was that of review, and perhaps for no other work than the review of outstanding exemptions are the thanks of the country in a larger measure due to registrars and their public representatives; for the procedure they introduced in this work was most efficient and their policy guided only by the national interest.

Review operations consisted of examination and investigation by registrars, in general through their district public representatives, of the cases of all men granted,

and in some cases refused exemption; and of the appeal to appeal tribunals and the Central Appeal Judge of those decisions which appeared not to be in the national interest.

The word "review" is well chosen because in the majority of cases it took place a considerable time after exemption had been granted or refused, and consisted of reviewing, i.e., re-considering the information contained in the man's file with the object of discovering whether he should show further cause, perhaps by means of information submitted in questionnaire form, for continuing to hold exemption; whether he should be medically re-examined and finally whether, with due regard only to the national interest, it appeared to the registrar proper and desirable to appeal his case.

The work was rendered practically possible and in fact began about January 26, 1918, at the time the office of military representative was abolished and that of public representative created as an integral part of the registrar's staff. The reason that it was thought advisable to abolish the office of military representative consisted in the fact that the emphasis had been wrongly placed: the only function of the military representative was to guard the military interest and it was natural therefore that he should consider all exemptions granted as against that interest and should forthwith enter appeals in all such cases. A broader view of the situation shows, however, that to be in the true military interest it must be shown that the national and public interest is best served. This fact was taken cognizance of in the order in council creating the office of public representative, a section of which reads: "It shall be the duty of registrars and public representatives to guard the national interest in connection with the production of foodstuffs and otherwise, and to cause appeals to be entered from the decisions of any tribunal, in arriving at which, due weight was not given to the national interest."

Provision for this work of review was further augmented on May 20 when an order in council, made necessary by the refusal of certain appeal tribunals properly to interpret existing regulations, was passed providing that there should be no time limit within which the registrar or public representative might lodge an appeal. This provision was absolutely essential in order to enable registrars temporarily to accept the decision of any court and then to have time to re-investigate all particulars of the case; to questionnaire the man concerned and perhaps medically re-examine him, and finally to take account of all the circumstances and information available to decide whether the country's interest would best be served by lodging an appeal.

The work of review was at an early stage further facilitated by the enactment of regulations which permitted the scheduling, under review, direct to the Central Appeal Judge of cases which had gone no further than the local tribunals. These regulations were particularly made use of by registrars and they ensured not only to the work of review a large degree of finality, but also that the results took uniform and unprovincial cognizance of the true interests of the entire country.

It is obvious from the above considerations that the discretionary powers granted to registrars under the review placed a very great responsibility on their shoulders; and the country, which in general has considered the work of registrars under the Military Service Act to consist only of recording duties, is presumably unaware that in a considerable measure the actual selective process which has been carried out with so little discomfiture to the industrial and agricultural interests of the country has been guided by our registrars.

The care necessitated in carrying on the work of Review, which consisted both of the re-investigation of exemptions granted on grounds other than physical disability and also the review of low medical categories, together with the obligations of viewing the case from every angle, made necessary the creation of a relatively large and intelligent staff in each registrar's office under the direction of the district public representative. To illustrate the size of this staff it is perhaps of interest to note that in one

of our larger offices six clerks were kept constantly at work investigating anonymous letters and telephonic information regarding men possessing exemption. During the process of the review of exemptions granted on grounds other than physical every file was examined by skilled investigators; all that were not obviously to remain unreviewed were questionnairised with a form designed to be searching and comprehensive, and which in the cases of farmers was varied to suit the agricultural conditions of each district, and the questionnaires when returned passed through the hands of other investigators who were specialists along certain lines. Finally when the files with a digest of the facts of each case came to the registrar he was in a position to decide with fairness and despatch whether or not to appeal the existing decision and if an appeal were taken to forward the case to a tribunal accompanied for the first time by comprehensive information as to the true status of the man's claim.

In some districts, notably in British Columbia—the system was originated by the registrar at Vancouver—the registrar appointed a member of the staff of the district public representative to act as industrial representative, it being the duty of this officer to investigate the industrial conditions of the province in relation to outstanding exemptions. This officer was extremely valuable, and in all districts where he served few complaints have been heard from the essential industries. The review of farmers' exemptions also has been thoroughly and discriminately carried forward. In the larger farming districts men possessing exemption have been searchingly questionnairised at regular stated intervals and in order to continue the enjoyment of their exemptions have been forced to show that their actual production and their production contemplated were sufficiently in excess of consumption to indicate that, taking regard only to the national interest, their services were better employed on the farm than in the trenches.

The medical review, or medical re-examination as it has been called, has been of particular value and was greatly facilitated and in fact made possible by the deputing of certain medical officers by the assistant director of medical services in each district to assist registrars for a short period with their investigation of the medical history sheets of registrants possessing exemption on account of low categories. Large numbers of men were originally granted exemption on the ground of low medical categories whose medical examinations had actually been most lax and insufficiently carried out; but in such cases the medical history sheets of these men would in general show symptoms and diseases which seeming quite normal to laymen would indicate glaring inconsistencies to experts; consequently every man granted exemption on account of low category had his medical history sheet reviewed by medical experts who indicated which men should be ordered for re-examination. These men were taken before Medical Boards of Review, whose work has been efficiently and uniformly well done, and I may point with some pride to the results. It may be added that where men were made of available category as a result of this re-examination it was in general necessary immediately to appeal their cases as they still had the right to claim exemption on grounds other than physical.

The complete results of our Review work are statistically arranged in Parts II and III of this report, but its essential features may be summarized here in stating that although November 11, 1918, found us in the very midst of our review operations, there were actually sent to appeal by registrars as a result of their review work 69,971 cases, from which appeals there resulted 23,932 immediately available soldiers. In the medical re-examinations the results were even more striking, the whole Dominion showing an average of about 39% of men originally placed in low or unexamined medical categories who were raised in review to Categories "A" and "B"; in all 52,283 men were re-examined under Review, there resulting therefrom 14,702 "A" and 5,905 "B" men.

X.—THE 19-CLASS.

The national emergency that demanded such a prodigal expenditure of men on the western front, and which led the Government to cancel all outstanding exemptions of registrants of the ages 20, 21, and 22 years, also made it necessary that a reserve force of considerable potential strength should be secured, a force which could be assembled for training on short notice, and one whose sudden calling to the colours would not exert any avoidable interference with the economical interests of the country.

It was, therefore, decided by order in council (P.C. 919) dated April 20, 1918, to register and add to Class I all unmarried young men of nineteen years of age, together with those who had reached the age of twenty years subsequent to October 13, 1917. Provision was also made at this time for the registration of all men of the original Class I ages, who might become widowers without children subsequent to May 6, 1918, and for the future registration of all unmarried youths upon reaching the age of nineteen years. Proclamations calling upon these men to register were issued on May 6, 1918, and May 15, 1918.

Many lessons in the technique of registration and on the securing of men for service had been learned by this time and as a result the registration of the 19 Class was effected quite differently from that of the original Class I; instead of men securing forms from post offices upon which to sign reports for service or claims for exemption, members of the 19 Class were called upon simply to report, by free registered post, their names, addresses, and dates of birth to the registrars under the Military Service Act of the districts in which they resided or were. Upon receipt of such letters of information, receipts for registration were forwarded each registrant to show that he had so far fulfilled his obligations under the Act.

To indicate that the country had become more and more universally cognizant of its obligation for service, I would point out that the response of the 19-Class was most convincing. In all 46,901 men nineteen years of age and 32,000 men who became twenty subsequent to October 13, 1917, have registered. The police report to the effect—a fact which is corroborated by all the circumstantial evidence at our disposal—that apparently very few men of this class have failed to register and in practically all cases upon investigation such failure has been found to be due to no real intent to default.

At the time of this registration the Branch made provision for a procedure, which however, it was not necessary to carry out, of a more direct and accurate application of the selective draft than was used with Class I. This procedure contemplated as a first and all essential step the questionnairing of the entire class and such a questionnaire was drawn up, it being much more comprehensive than any heretofore used and one whose answers would have enabled tribunals to sort the men out with more despatch and uniformity of decision.

At about this time the sky on the Western Front began to brighten and those in authority could see more clearly than before the ultimate, complete and, as appears now, fast approaching defeat of the enemies' armies. It developed, therefore, that the results obtained by the 20-22-Class exemption cancellation and by the review operations put in motion through and carried out by our registrars, were sufficient to ensure those in charge of our armies that reinforcements would not be lacking; and it was decided to leave the 19-Class absolutely untouched until evidence arose that the men already and about to be made available would not suffice to reinforce our armies at the front.

It may be pointed out here that included in the 19-Class registration were probably 37,000 men who could have been made available at very short notice and who at their age would have taken their place with the flower of the Canadian army. This figure is arrived at by consideration of the facts that men of these ages show a higher percentage of physical fitness than the totality of men 20-34 years of age, and that men

of 19 and 20 years could offer much less conclusive claims for exemption on the ground of dependency or on the ground that they were essentially and irreplaceably employed in work of national importance.

Two fair criticisms have been advanced in connection with the registration of the 19-Class—one is that although this class was never called to the colours, the people of the country were perturbed and unsettled through a constant and ever-present expectation that their boys of 19 years would be called; but this state of unrest was absolutely unavoidable as no one knew when further and extended reinforcements might have to be provided for. As soon as the situation cleared sufficiently to indicate the proper trend of events, the people were informed of the facts through press items and through an enormous correspondence with this Branch and our registrars; and by midsummer, at which time it was announced publicly that the 19 Class would not be called for duty, at least until the end of the harvest, the natural and in no sense selfish unrest in the Dominion had subsided. The other criticism is, that whereas men of twenty years of age on October 13, 1917, had their exemptions cancelled and, where physically fit, were called to the colours, those who had become twenty since that date had been untouched. It is probable that this state of affairs is best though perhaps insufficiently explained by the psychological fact that, having registered these men with those nineteen years of age, it seemed undesirable to separate the two ages, and moreover in any case classification must in the limit be arbitrary.

XI.—THE 20-22 CLASS.

When the year 1918 opened there was no sign of the convulsion which was soon to burst on the Western Front. Not even the brazenly told plans of the enemy, heavily reinforced as a result of the Russian debacle, seemed to disturb the serenity of the allied councils. In early March, however, a cloud becoming barely visible soon blackened with portents of the frightful storm that was soon to rage, with the slipping of the leashes of the enormous masses of shock troops which the enemy held trained to the minute for his supreme and final effort.

On March 21, 1918, the very face of the sun was obscured as Ludendorff flung 1,700,000 men to the assault behind a devilish and murderous torrent of gas and high explosives. A whole British Army was overwhelmed, and by March 28, the day following the portentous appointment of Marshal Foch to supreme command, the Germans claimed 70,000 prisoners. And this was but the beginning. In four great offensives the enemy increasingly threatened the Channel ports and Paris, imperilled Amiens, and crossed the Marne.

On April 12, Field Marshal Haig gave his terse command—"Every position must be held to the last man; there must be no retirement": and by April 29 the masterful strategy back of our armies, feinting here, drawing back there, always luring and beckoning and biding its time, bore fruit in the terrific defeat of Von Arnim. By June 15 the Germans had lost 80,000 men between Montdidier and Noyon, and on July 18, Marshal Foch, attacking in the Rheims-Soissons salient began the drive which did not stop until the enemy, beaten to his knees on his own borders, plead for mercy on whatever terms the Allies would give.

The above summary is submitted as wholly sufficient to explain the policy which resulted in legislation vitally affecting the working of the Military Service Act. I refer to the cancellation of exemptions of men 20, 21, and 22 years of age, that is of the 20-22 Class.

Under normal conditions of warfare on the Western Front, the Military Service Act as originally passed, with its provisions for the sifting of claims for exemption by judicial processes, was slow, but sufficient to keep pace with the need of our troops for reinforcements. But catastrophes change the course of individuals and nations,

and when the awful fury of the Hunnish waves broke and rolled over the British Army in March, it became visible to all who were unblinded by inordinate selfishness that we must be prepared, not only for unprecedented sacrifices in the field, but also, if we were not to break faith with those who sleep in Flanders Fields, that a reserve of unexpected proportions had to be provided.

Up to this date the Military Service Act had produced 48,000 men; but the operations of the selective machinery were proving rather more dilatory than had been expected, especially in the province of Quebec, and although from present knowledge we could state that, given time, the machinery would turn out the men, the crisis in France precluded above all the use of such time. As a result on April 20, 1918, there were passed two Orders in Council, P.C. 919 and 962 providing not only for the registration of another class—the 19-Class—but instructing the Minister of Militia to issue orders to report for duty in whatever order he might direct, irrespective of any exemptions granted or claimed, to men who at the time of claiming exemption had attained the age of 20 years and not attained the age of 23 years.

Considering the great and unexpected emergency of the existing situation where time alone could count, the steps that were taken to soften cases of extreme hardship, and the successful results immediately obtained, it is doubtful if there was effected any more far-sighted legislation relative to military service than that contained in the above Orders in Council. Promptly upon the enactment of this legislation registrars were instructed immediately to order out for service all men under their jurisdiction of the ages 20, 21 and 22 who were either in "A" category or were unexamined, to issue these orders in such volume as the District Commanding Officers could absorb, and to call the men with urban addresses in priority to those living in country districts.

The success of the policy which gave rise to this cancellation of exemptions cannot be doubted when it is stated that within three months 65,610 men of the ages 20-22 had been ordered to report for military duty, of whom 17,766 were of "A" Category and 47,844 medically unexamined; of this number 11,961 men were eventually returned to registrars' jurisdiction because of low medical category, so that the result of the Orders in Council of April 20 was to make almost instantly available no less than 53,649 of our choicest recruits from amongst ages whose withdrawal from industry could be most easily effected.

It is of interest to point out certain statistical facts relative to the relation of the farming industry to the 20-22-Class cancellations. As has been stated after April 20, 1918, a net number of 53,649 men of the ages 20-22 were ordered for duty and kept under military jurisdiction; of these perhaps 12,000 disobeyed their Orders to Report, leaving 41,649 from which to determine how much labour shortage resulted in the various industrial and agricultural concerns from the call of these young men. When the legislation of April 20 was enacted the Government very properly decided that most precious time would be wasted by an attempt to enumerate therein any exceptions that might have been advisable to provide for; but on May 22, 1918, provision was made by Order in Council for the granting in cases of extreme hardship of military leave of more or less indefinite extent, and I am advised by the Department of Militia that 8,200 soldiers of the 20-22-Class were sent back to their homes on compassionate leave; moreover during the past spring and summer 12,744 men were given harvest leave to work on farms and when it is realized, as figures tabulated in Parts II and III of this report will show, that up to April 20, 1918, few bona fide farmers had been ordered for duty, it is probably correct to assume that of the above number granted harvest leave at least 8,000 were members of the 20-22 Class; hence in all only about 25,449 of these men, representing every phase of our national industries, were kept in uniform, and taking into consideration the fact that few bona fide farmers applied for and were refused harvest leave, it does not seem that even isolated groups of farmers have any right to claim unfair treatment through this particular operation of the Military Service Act.

May I summarize the absolute equity and fairness of the 20-22 Class procedure with regard to the main criticism that has been levelled at it. In the fall of 1917 when our military needs were not excessive, bona fide farmers were of more national assistance on the farms than in the trenches; in the spring of 1918 when a great catastrophe was threatening our Armies in France, our agricultural needs had of necessity to fade into the background, every man physically fit to be made ready and the boys called from the farms; by early summer it had become confidently felt that Germany was making her last despairing and unsuccessful effort, that the allied reserves were ample for all present needs and as a result the farmer soldier boys in Canada were sent back to their farms and to the work, which by the turn of events, had become more important than that they could perform at the Front.

The 20-22 Class cancellations also received considerable publicity by reason of two cases tried by our highest courts in which the validity of the Orders in Council of April 20, 1918, was questioned. In the case of Norman Earl Lewis, the Supreme Court of the Province of Alberta, Appellate Division, decided on June 28, 1918, that the Orders in Council referred to had not the force of law and that consequently all exemptions cancelled remained in full force and effect. The validity of the same legislation was questioned in the case of George Edward Gray, which came before the Honourable Mr. Justice Anglin on application for habeas corpus, and in which case the learned Judge stated that although it differed in minor details from the Lewis case the issues of the two cases were identical. The application of Gray was referred by the Honourable Mr. Justice Anglin to the full bench of the Supreme Court of Canada at a special sitting held on July 18, 1918, and on the following day that Court gave judgment declaring the Orders in Council dated April 20, 1918, to be valid and binding, that the applicant was properly detained in custody, not entitled to his discharge, and refused the application.

XII—THE BRITISH-AMERICAN CONVENTION.

After many months of strenuous efforts, during which, however, the wheels of progress turned extremely slow, a Convention negotiated directly between Canada and the United States covering the rights of one country in drafting for military service citizens of the other was ratified by Great Britain, at request of the Government of Canada, and the United States on July 30, 1918.

This Convention in brief gave British citizens of the ages 20-44, both inclusive, living in the United States, and United States citizens of the ages 18-45, both inclusive, living in Canada until September 23, September 28, or October 12, 1918, as their ages determined, to make certain choices regarding their military obligations. These choices were (1) to enlist or enroll in the forces of their own country; (2) to enlist or enroll in the forces of their country of residence; (3) to claim diplomatic exemption; (4) to make no move whatever and hence automatically to become by the above dates subject to the draft laws of the country in which they were residing.

The Convention entailed two distinct labours on the Military Service Branch; first, to provide for the registration and disposal of claims for diplomatic exemption, and, second, to provide for the registration and selection for service with the Canadian Forces of United States citizens living in Canada. In connection with the first item mentioned above, it was necessary that the Branch make immediate provision for the registration of claims for diplomatic exemption and also that there be appointed a Canadian representative to act in the name of the British Ambassador at Washington in deciding these claims. On July 26, 1918, Mr. Justice L. J. Loranger, K.C., to be assisted by Mr. J. A. Ritchie, was appointed to consider and render decisions on all claims for diplomatic exemption, and it is needless to say that all such claims were handled not only with uniform fairness, but with the despatch necessitated by the provisions of the Convention. The size and elaborateness of the machinery to be set up to handle the registration, recording and disposal of claims for diplomatic exemp-

tion, depended naturally on the number of such claims to be received; but to estimate this number in advance was very difficult. On the one hand, there were, perhaps, some 200,000 male Canadians of ages 20-44 living in the United States, who as Canadian citizens had claimed and received exemption from the American draft, and it might reasonably be supposed that a very large number of these men would wish to claim diplomatic exemption.

On the other hand, however, diplomatic exemption was a very formal affair: a Canadian application for such exemption meaning that the applicant asked the British Government, through its representative the British Ambassador at Washington, to give him exemption from military service in the United States. Moreover Canadian regulations governing applications for this exemption were quite formidable, limiting the grounds for claims to present military service with the Imperial or British Forces, to discharge therefrom after service in a theatre of actual war, to clergymen, to men employed or being educated in the Canadian or Imperial national interests and to men physically unfit; it being thus seen that marriage, dependency, etc., could not be advanced as claims for diplomatic exemption. Moreover each Canadian applying for diplomatic exemption had to sign a guarantee that if refused he would report himself for Canadian service when called upon to do so, and finally as it was properly felt that Canadian and United States citizens were serving the same cause no matter under what colours, no particular campaign of publicity was carried on to acquaint Canadians living in the United States with their choices under the Convention.

However, as the Convention and regulations stipulated an upper limit of about 75 days within which all claims for diplomatic exemption had to be made, questionnaires despatched, filled out and returned and decisions finally rendered, the Branch decided it was necessary to set up sufficient machinery, forms and staff to dispose rapidly of perhaps 50,000 claims. It turned out, however, that our estimate of the amount of business to be handled was greatly exaggerated; but as can readily be seen it was a much easier and safer task to reduce the staff and machinery that had been assembled than it would have been, with the time limit involved, to start with a small organization and run the risk of being immediately swamped with a flood of applications. Detailed statistics of this diplomatic exemption are given in Parts II and III of this report, but it may briefly be stated that 1,655 applications were made through this Branch for diplomatic exemption of which 328 were granted on the ground of physical unfitness; 381 were granted on other grounds; 303 were refused; 278 were withdrawn, and 363 were scheduled but in effect refused either through their advancing no claim or through the applicants being outside the scope of the Convention.

The second duty imposed on the Military Service Branch by the ratification of the Convention and referred to in the third paragraph of this section, viz., that of the registration of United States citizens resident in Canada, involved a great deal more consideration and labour.

The actual registration was carried out in a manner similar to that described for use with the 19 Class. Advertisements were issued in the press advising every male United States citizen resident in this country of the ages 19-44, both inclusive, of their obligation to report by free registered post to the registrar of their district certain details regarding themselves. It may be noted here that the registration of residents of any country, alien or native, is a matter within the province of that country alone and consequently it was decided that all male Americans living in Canada of the ages given above should without exception report their names, etc., to our registrars on or before October 23, 1918. Immediately upon receipt of these letters of registration a fairly elaborate and searching questionnaire was despatched to each registrant to determine as nearly as possible his exact status, it being obviously above all necessary to determine through proofs submitted whether or not he had already entered or enrolled with the forces of the United States; whether he had secured diplomatic

exemption; within which one of our six classes his age and description placed him; whether he was obviously physically unfit; and whether he wished to claim exemption or report for service.

This registration was carried out with success in spite of rather poor and ineffective publicity and in spite also of a rather obvious difficulty for many United States registrants to understand just what was required of them, especially if they had already enrolled with the forces of the United States. At the signing of the armistice on November 11 we immediately put a stop to all questionnaire work and as a consequence a considerable number of United States registrants remain unclassified on our records.

Detailed statistics of the American registration under the Convention by provinces are furnished in Parts II and III of this Report, but I would point out here that in all 32,072 United States citizens registered, of whom only 13 had received diplomatic exemption through the American Consul General, 18,369 were consular registrants or had otherwise enrolled with the forces of the United States, 3,066 were in Classes 2, 3, 4, 5 or 6, as defined by the Military Service Act, 2,245 were within Class 1 and claimed Canadian exemption, 132 were within Class 1 and reported for service and 8,257 were unclassified owing to the fact that their questionnaires had not been returned. It is therefore estimated that on account of the fact that a majority of these United States citizens who were within our Class 1 and were not consular registrants were western farmers and would hence have valid claims for exemption, probably not more than 500 would have become soldiers in our forces.

Although having regard to the early closing of hostilities the Convention was ratified too late to make it effective for the purpose of producing American recruits for the Canadian Expeditionary Force, it doubtless operated beneficially to the United States draft; and moreover it certainly became a very effective and useful instrument in the hands of the British-Canadian Recruiting Mission for the procuring of recruits for the Canadian Force among British subjects residing in the United States, and this I am informed will be amply demonstrated by the records and proceedings of the Mission.

Before concluding this section it is important to point out that the regulations approved for registration and selection of United States citizens in Canada introduced a very important innovation, one which was later extended to cover our procedure with Class 1, and which if it had been in operation from the beginning would have saved a great deal of time and money. This regulation was one giving to registrars authority to grant exemption to American registrants without submitting their claims to any tribunal, such grant of exemption being subject to appeal to appeal tribunals or to the Central Appeal Judge at the instance of the public representative attached either to the staff of the registrar or of the chief registrar for Canada.

It is a pleasure to state in concluding this section that our cordial relations with our friends to the south have if anything been improved by the policy insisted on by this Branch of treating all United States citizens with the greatest consideration and of interpreting the very stringent regulations drawn up covering their obligations under our military laws in a spirit that ensured the understanding that such regulations were designed to punish real offenders and were not to be rigidly enforced for purely technical default or omission, where in fact no real or intended default existed.

I would finally respectfully refer to the very hearty and courteous advice and co-operation given to us at every opportunity by the American Consul General, Col. John G. Foster.

XIII.—THE SPECIAL DOMINION POLICE.

As soon as the registration of Class 1 was well over it became increasingly clear that throughout the Dominion there was a considerable number of men who had defaulted their obligation to register. Many of these men were lurking in the back districts and in the north country and it was evident that the existing police force were unequal to the task of enforcing the law in the emergency caused by the sudden creation of a large group of defaulters under the Act. In fact in most districts the local police force was only sufficient for the usual duties and in districts where the largest number of defaulters were known to be the local police could not be trusted to perform the new duties that would necessarily be imposed upon them.

Moreover in all districts the regular military police were and must of necessity continue to be unsuited to the task of apprehending defaulters. News of the presence of men in uniform spreads quickly in districts frequented by men trying to escape military obligations and is apt to defeat the best efforts of the police.

It was decided, therefore, in order properly and evenly to enforce the Act in every district, which was perhaps the most important object of the Government, that it was necessary to provide a special plain clothes body of police, whose main *raison d'être* should be the uniform enforcement of the Military Service Act and in particular the apprehension and prosecution of defaulters under the Act. Consequently on January 8, 1918, an Order in Council P.C. 54 was passed authorizing the Chief Commissioner of Dominion Police under the direction of the Minister of Justice to organize such a force and on January 17, 1918, Capt. Douglas Kerr was appointed a Commissioner of Police and to him was entrusted the charge of organizing and leading this new body of men.

It may properly be said here that the formation of this special force was most difficult on account of the material available, and the very special duties for which it was formed, and it is not to be wondered at that in some few instances certain individual members were the means of giving the entire force in the district where they operated an undeserved notoriety. In those districts where there was most work to be done reliable constables could not be secured and it was necessary to despatch to these districts men unfamiliar with the people and their manners, and to this fact is largely attributable, augmented in some cases to be sure by the ignorance and folly of constables in doing their duty as they saw it, whatever failure this police force may be charged with.

Throughout its operation in spite of occasional local jealousies and the inclination of each force to belittle the activities of the other, fairly close co-operation existed between the Military Police and this special body of Dominion Police and I would herewith express my appreciation of the advice given and unflinching readiness to co-operate shown by the Provost Marshal for Canada, Col. Godson-Godson, D.S.O.

By the end of April, 1918, at which time the Dominion Police had become a well organized, trained and efficient force the number of unregistered defaulters remaining unapprehended had become apparently small and entirely overshadowed by the number of registered defaulters, who, having disobeyed their orders to report for duty were consequently soldiers absent without leave from the army, and for this or other reasons it was considered by the Government desirable to place the whole police service dealing with the Military Service Act under the Department of Militia and Defence, and consequently on June 5, 1918, Order in Council P.C. 1305 provided that the special Dominion Police Force should be transferred to the Department of Militia and Defence to be administered by the Provost Marshal as a civil branch of the Military Police.

When it is considered that this special police force was created in general from men unskilled in the technical duties of a police officer and was in existence not over

four months, its record seems most commendable. Altogether the force investigated 152,841 cases, made 14,542 arrests, and turned over 7,756 defaulters to the Military authorities.

The actual cost to the Government of this special force is difficult to estimate because of the fact that whereas all expenditures, amounting to \$319,642.59, were paid through the Military Service Branch, its large receipts from fines collected were by regulation turned in direct to the Receiver General and it is impossible to distinguish those pertaining simply to the work of the Special Dominion Police or to determine the exact sum resulting from this service. In certain western districts, however, independent account was kept and shows the gratifying fact that the fines collected from apprehended defaulters were actually in excess of the cost of the local organization. In general it can be said with assurance that the cost per soldier made available by the Special Dominion Police is relatively very small.

The large measure of success accruing to the efforts of the Police Force ably led by Capt. Kerr and seconded by Lt.-Col V. V. Harvey, D.S.O., must be in large measure attributed to its Chief Inspectors, and without any invidious comparisons I feel I should not let the opportunity pass to pay tribute to the intelligent and courageous efforts of Major Desrochers in the district of Quebec.

Although the Dominion Police severed its official connection with the Military Service Branch on June 5, 1918, I am quite sure the report on the operation of the Military Police will indicate that its civil section has been most efficient in the performance of its duties and that without its plain clothes service the Military would have been severely handicapped in the apprehension of defaulters.

It may be pointed out finally that shortly after the signing of the Armistice and before the Government had finally completed plans as to the future treatment of defaulters the civil section of the Military Police was disbanded. In view of later developments this was most unfortunate as upon the decision being arrived at that steps should be taken by the Department of Justice towards the apprehension and prosecution of defaulters, it was necessary once again to reconstruct and reorganize the special Dominion Police Force, which body is now under the Acting Chief Commissioner of Police, Mr. A. J. Cawdron, in all districts excepting the four Western Provinces, where the work is carried on by the newly enlarged Royal Northwest Mounted Police, proceeding in a businesslike manner to keep the Government's faith with the men now overseas.

XIV.—DEFAULTERS UNDER THE MILITARY SERVICE ACT.

In order properly to rate the defaulter situation of the country, under the Military Service Act, it must never be forgotten that at the time that Act was passed 437,387 men had volunteered for Military Service, and that among the young men who perhaps properly had seen their duty to remain at home, rather than to proceed overseas, were to be found also the very dregs of our young manhood, and every single young slacker to whom the country had given a livelihood. It is, therefore, grossly misleading to say that 194 out of every thousand men called out for duty under the Military Service Act, defaulted that obligation. In fact a much truer criterion of the country, under compulsory military service would be furnished by saying that only 48 out of every thousand men, had defaulted their military obligations, because it is surely safe to say that not one of the four hundred thousand, odd, volunteers would have refused to obey an order to report for duty issued to him.

Although the prosecution of defaulters, as contemplated by the Act and Regulations, was formally not within the province of this Branch, it soon developed that the closest co-operation between the registrars and Police was not only advisable but absolutely necessary, and this branch of our work grew to such proportions that it is advisable to comment on it briefly at this point.

Among men within Class 1, as defined by the Military Service Act, were six groups of prime defaulters, viz: (I) men who failed to register, (II) men who registered but defaulted an order to report for medical examination, (III) men who registered but defaulted an order to report for military duty, (IV), deserters, (V) soldiers defaulting the conditions of their leave of absence, and (VI) men of the 19 Class who failed to register.

Defaulters in Groups IV and V above, had passed entirely beyond registrars' jurisdiction, and although their apprehension was carried out in part by the Dominion Police associated with this branch, all procedure in connection with their punishment rested entirely with the Military Authorities and their courts martial. Group VI defaulters caused very little difficulty, and that fact tends to show that by the time men of 19 years were called upon to register, the country had become almost universally convinced of its obligations or of the consequences which would ensue on breach of them. Consequently all late registrations of these young men, where no intent at default was shown, were in general accepted and only in aggravated cases were prosecutions entered and the offenders eventually handed over to the Military Authorities for in very fact compulsory service.

Defaulters of Groups I, II and III have furnished the main offenders against the Military Service Act, and all work in connection with their arrest and prosecution has necessitated constant reference to registrars' records; in fact, throughout the operation of the Military Service Act an enormous amount of work has been done, chiefly by the public representative's department of the registrar's organization, where a considerable part of the information relative to individual defaulters was received, in helping the police to apprehend and secure convictions against these defaulters, and a large number of regulations designed to strengthen the enforcement of the Act against defaulters were passed through the instrumentality of this Branch.

Mention should not be omitted at this point of the fact that in certain districts and in too many instances long, arduous and co-ordinated labours of the police and district public representatives were brought to naught by the refusal of magistrates to render convictions for offences committed against the Act.

Group I defaulters, who had in fact refused to perform the simplest obligations under the Act, were not only the most reprehensible of all, but they were most difficult to locate, as the police had to proceed without so much as the names of the culprits. Unquestionably before the enactment of legislation preventing men of Class I age and description from leaving the country without a registrar's certificate of good standing, many of these men got out of the country, and still more secreted themselves in the heavily timbered districts of the north and the Pacific coast, where their apprehension was very costly and extremely slow. However many alarming statements concerning these Group I defaulters in the province of Quebec, who failed to register, evidence at our disposal tends to prove false. Registrars in this province have in recent months received many letters purporting to give information concerning unregistered defaulters, but investigation of all these letters has failed to disclose an actual case. Moreover it must not be forgotten that the period of registration under the first proclamation preceded the last Dominion election, and as it was unquestionably felt in the province of Quebec that the Military Service Act would be repealed by the resulting Parliament there was little to be gained by failure to register.

Although figures are not available among the records of this Branch to show precisely how many unregistered defaulters were actually apprehended, the fact that on November 11, 1918, 10,044 of these men were on military strength, the components of which number varied from 67 in Prince Edward Island to 2,781 in Ontario, shows that the work of the police has been well done and civil life fairly well purged of this particularly obnoxious type of defaulter.

Groups II and III defaulters are discussed in section XXII of this report in connection with the final cessation of our activities and the work to be carried on

by the Police with the aid of documents prepared by registrars, and now on their records. It may, however, suffice to state at this point that only 3,492 of the total 27,631 Group III defaulters, who are in fact soldiers absent without leave, have been apprehended by the Military Police. The only consolation one can obtain from this situation is gleaned from the fact that, on account of the system of permitting voluntary enlistments in all districts and into Imperial as well as Canadian units, all our efforts at accuracy, covering a period of several months' investigation, checks with military, and circulation of innumerable nominal rolls have probably failed entirely to eliminate the volunteers, and we may rest assured that many a lad classed on our records and those of the military as a Group III defaulter, that is as one who had disobeyed his order to report for duty, has long since heard the bugle call with our troops in France.

Realizing the fact that many draftees under the Military Service Act had failed to register or to obey orders to report for duty, or had deserted or become absentees without leave, through ignorance and misunderstanding of their duties and obligations, or because they had been misled by the advice of ill disposed, disloyal or seditious persons, and judging moreover that at this time a more intelligent understanding of the ideals underlying the Military Service Act was prevalent in even the most refractory parts of the country, the Government decided by Order in Council of August 1 to issue a Royal Proclamation granting a general amnesty to all deserters and defaulters enumerated above who should report themselves voluntarily on or before August 24, 1918. This proclamation appeared at once and resulted in 5,477 defaulters and deserters availing themselves of these lenient provisions. Although it has been rumoured that many of these men who surrendered themselves were lame, halt and blind, there is no question that a very large percentage of them was made available as reinforcements with very little trouble and expense. I am informed by the Department of Militia and Defence that men reporting under this amnesty are as follows, viz.: from the London district, 66; Toronto, 187; Kingston and Hull, 762; Montreal, 2,275; Quebec, 1,556; Halifax and Charlottetown, 99; St. John, 272; Winnipeg and Kenora, 68; Vancouver, 64; Regina, 77; and Calgary, 51.

To clear up the defaulter situation in Quebec a well co-ordinated campaign was put into effect during the late summer months by the military police and the registrars. A special protecting certificate was drawn up at this Branch to be sent to every man under the registrar's jurisdiction, who, though perfectly regular in his status, did not and could not properly possess a regular exemption certificate. The province of Quebec was then divided into districts, the certificates sent out by districts and followed immediately into each individual district by the police, who saw to it that every man showed cause why he was not in possession of proper documents. This and all other attempts to apprehend defaulters was of course greatly aided by the regulations compelling everyone of military age and description to carry documents defining his status under the Military Service Act.

To illustrate finally the extent of prosecution work made necessary by the enforcement of the Military Service Act, it is only necessary to state that no less than thirty-four distinct offences against the Act, with innumerable variants, have been proceeded against. To indicate the nature of these prosecutions one might mention, in addition to those of the above six groups, the following, viz., prosecution of employers for failure to make enquiry as to the status under the Military Service Act of their employees; of employers who failed to furnish registrars with lists of their employees; of employers for failing to notify registrars of the taking on or off their employ of Class I men; of employers for retaining in service, or harbouring, concealing, or assisting defaulters; for advising contravention of the Act or regulations; for resisting or impeding the operations of the Act; of registrars for failing to return registrars' questionnaires, and also for returning false or misleading answers to such questionnaires; for carrying false certificates supposedly emanating from the registrars' office; and prosecution for failure to notify registrars of change of address or employment.

XV.—HOSTILITY TO THE MILITARY SERVICE ACT.

The last Dominion election campaign proved very conclusively that a large percentage of the province of Quebec was energetically opposed to compulsory military service, and events during the past year have shown that many sections of that province were hostile to the enforcement of the law itself as expressed in the Military Service Act, and in one notable instance, which constitutes a single exception throughout the Dominion, this hostility broke forth in open riotous defiance of law and order.

In justice to the average citizen of Quebec it is only fair to point out that all the evidence which has reached this Branch, including many police reports and results of investigations, have shown conclusively that whatever defiance to the law has been encountered in that province was caused, not so much by any premeditated and well-thought-out intent to default on the part of the common people, as by the evil teachings or influences to which they were unfortunately subject. It is inconceivable that a people of such splendid personal morality as the French-Canadians should fail to take proper issue when a question of international morality was gripping the entire world, if the campaign of education as to the real issues of the war had been generally supported by the educated or popular leaders of that province.

In the district centring on Quebec city the work of the opponents to the enforcement of the Act bore especially poisonous fruit. The anti-conscription election campaign, in which passive resistance had been advocated and the people quite thoroughly informed as to the means of such resistance, gave very immediate results after the passing of the Act, and on March 28, 1918, and subsequent days open riots and violence ensued in which the rioters practically destroyed the office of the deputy registrar under the Military Service Act for that district, burned and ruined the majority of the files and valuable official documents of that office, and eventually made necessary the very exceptional act of calling upon the military authorities for the protection of property and the restoration of the King's peace, and for the purpose of historical record, it may be well to review this resort to military force and subsequent legislation pertaining thereto.

It is provided by the Militia Act that the active militia of Canada may be called out on active service in aid of the civil power upon requisition of the civil authorities, and the King's Regulations and Orders for the Militia contain directions for the exercise of command and disposition of troops upon such occasions; but notwithstanding that the rioters soon got beyond all civil police control the civil authorities of Quebec made no requisition for calling out of the military, and the Officer Commanding, by direction of the Honourable the Minister of Militia and Defence, and acting manifestly in the general interest and for the protection of the public, assumed the responsibility to command and direct the operations of the troops for the protection of life and property and the restoration of peace.

In order that the legality of such intervention and the proceedings of the military authorities consequent thereon should be affirmed and that provision should be made for such future action by the military force as might be necessary for the preservation of law and order, an Order in Council (P.C. 834) was enacted on April 4, 1918. This order not only affirmed the legality of the intervention, operation and proceedings of the Officer Commanding the troops in suppressing the riots and disturbances in the city of Quebec on and subsequent to March 28, 1918, but also provided that if in the opinion of the General Officer or the Officer Commanding the Military District in which any riot, insurrection or civil disturbance takes place, the circumstances be such as to demand the intervention of the military power, it shall be within the authority of that officer to issue orders for such intervention and to use such force as he may deem reasonably necessary to restore the peace, whether or not any requisition has been made to such officer or to any military authority by the civil authorities of the district.

The order in council also provides that in the case of any riot or civil disturbance taking place while the Military Service Act, 1917, is in operation, if the General Officer or the Officer Commanding in any district of Canada shall call out any troops for the maintenance of public order or for preventing obstruction to the Military Service Act, 1917, the Governor in Council may within the affected area supersede the jurisdiction and powers of the civil courts and declare that within such area the civil population shall obey the authority of the General Officer Commanding the troops, and that offenders against the law shall be tried and punished by courts martial.

There seems no question that this order in council had the effect of making certain leaders in Quebec realize to what state of lawless disorder their teachings had brought their falsely guided disciples, and not only were there no further open disturbances against the enforcement of the Act in this province, but our statistical formulation of results obtained under the Act shows conclusively that the province of Quebec has done reasonably well in furnishing men under the compulsory draft, while many accounts of the heroic deeds of the Canadian Armies on the Western Front are inseparably associated with the linked names of Jean-Baptiste and Johnny Canuck.

XVI.—IRREGULARITIES IN CONNECTION WITH THE MILITARY SERVICE ACT.

It is natural to suppose that in the hurried assembling of the large staffs necessary for the fifteen registrars' offices, including in all over three thousand employees, at a time when efficient assistance was extremely hard to procure, there would be some black sheep creep into the organization who were prepared to use their knowledge and position in the registrar's office to their own pecuniary advantage, and thus help to defeat the ends of the Act. I am extremely proud of the fact that in an organization as large as that controlled by this Branch, the instances of these irregularities were rare, and in every case prompt measures were taken to trace and bring to justice those who were suspected of tampering with the office management.

In the Quebec office, under the first two deputy registrars, certain anonymous complaints were received as to irregularities within the office. These complaints were all investigated, but nothing tangible resulted, and it was only after Mr. Jules LaRue assumed office as deputy registrar that the existence of false exemption certificates was proved to my satisfaction, with the result that private detectives were placed on the case, and at the time of writing four well-known men have been arrested and committed for trial before a court of competent jurisdiction, charged with the sale of false exemption certificates. The investigation shows that, particularly at Montmagny, a regular conspiracy had been formed by several parties to forge exemption certificates and sell them to men eligible under the Act. It has taken a great amount of labour and energy to uncover this conspiracy, which, according to our records, must have been quite widespread, and had it not been for the tireless assistance rendered by Mr. LaRue to the operatives placed on this work it would have been very difficult to succeed as we have done in discovering the plot. As the cases are still proceeding I do not desire to dwell further in this connection, except to state that your instructions to leave no stone unturned to uncover every case of irregularity have been literally obeyed, and it is hoped that further cases now being investigated will be brought to justice. I may say only one employee of the Quebec office was implicated in the Montmagny scandal, and he had already been discharged by Mr. LaRue before the investigation started. It would appear from the results so far obtained that the conspirators have succeeded in robbing numbers of people by securing from them large sums of money to obtain exemptions for their sons, when they knew full well that the exemptions so obtained were either useless, or on account of low medical category that exemption would come in the proper course of events.

Several anonymous letters were received in connection with the employees of the Montreal office, but I am happy to report that, although thoroughly investigated, they led to the discovery of no irregularities. From the very start, Mr. Godin, K.C., registrar, and Mr. Petitclerc, assistant registrar, used the utmost vigilance to ensure that there were no leakages from or irregularities in their office.

The only other office in which irregularities were reported was Calgary. Detectives have been employed in an endeavour to trace out and unravel activities which centred in the cities of Calgary and Edmonton among certain men trying to enrich themselves by contraventions of the Act and regulations. The registrars, Messrs. Carson and Hackney, have lent every assistance to our operatives and these investigations are still proceeding and where evidence warrants prosecutions will be instituted in due course.

XVII.—CONTEMPLATED ADDITIONS TO CLASS I.

I would draw attention to the fact that the Military Service Act and regulations did not succeed in laying obligations for immediate service on all men who might properly have been included in Class I.

This state of affairs was perhaps due to the fact that provision for the inclusion of these exceptional groups within the class to which they perhaps fairly and properly belong would have so complicated the original procedure and the publicity necessary thereto that the average citizen would have become hopelessly confused as to the requirements made upon him.

Towards the close of our operations, in the desire not only to do justice to all, but to make Class I yield every man possible, regulations were under consideration which would have comprehensively gathered up all those groups that had of necessity escaped the obligation to register, the basal principle of the project being that all men who, if they had been in Canada on October 13, 1917, and then in their present condition, would have fallen within Class I, should now be added to that class.

The more important groups of these citizens who have never had any duties placed upon them by the Act, and upon whom the proposed legislation would have laid such obligations, are as follows, it being understood that each group mentioned includes only those British subjects of age or description defining the original Class I: (1) those men in the Imperial or Canadian service on October 13, 1917, and who were later discharged without seeing service in a theatre of actual war as defined by Order in Council P.C. 919, dated April 20, 1918. In this group are contained for example several thousand young men, who, on October 13, 1917, were members of the Royal Flying Corps and who were thereafter discharged without having left Canada, and who, by the provisions of the Act, were liable only to register with Class II; (2) men who served only in England or on the high seas discharged prior to April 20, 1918, the date on which England and the high seas were excluded from the region known as the "theatre of actual war"; (3) men who became widowers without children between October 13, 1917, and April 20, 1918; (4) those British subjects who became domiciled in Canada between October 13, 1917, and the date of passage of Order in Council P.C. 1851, which latter provided for the registration of British subjects of Class I age and description subsequently coming to Canada to reside; (5) men becoming naturalized after October 13, 1917; (6) members of the 19-Class description who were in service at the time men of their ages were called upon to register and later discharged without proceeding to a theatre of actual war; (7) those who became divorced, without having children to support, after October 13, 1917; (8) married men of Class I ages not supporting their families; (9) exceptions from the Military Service Act who had lost their status as such exceptions subsequent to October 13, 1917.

It may be pointed out finally that efforts were being made, and some were about to bear fruit at the time the armistice was signed, to arrange for the imposition of military obligations on those residents of Canada who were subjects or citizens of the allied powers.

XVIII.—MEN IN LOW MEDICAL CATEGORIES.

One policy adopted in the calling out of men under the Military Service Act that may fairly be criticised was the failure to draft for prescribed national service men who did not come within "A" category, *i.e.*, men who were physically unfit for active combatant service. I believe it cannot logically be defended that any man purely because of his possessing some minor physical defect, which renders it poor policy to risk him in the trenches, should have had absolutely no duties compulsorily imposed upon him in the great national crisis now happily passed, while his brother of slightly better physique should have had to take his vicarious chances in No Man's Land.

I would advance the view that a more logical and far-sighted policy would have followed if we had adopted that of the Mother Country, fighting with her back to her den like a lioness defending her cubs, and made provision for the drafting into the national service of a large number of our low category men, thereby broadening and steadying the work of national importance and at the same time releasing for military service men more physically fit.

This Branch and department had, however, no jurisdiction over what groups and numbers of men should be called for service, such responsibility resting entirely on the Military Authorities, and it was not until March 28, 1918, that we received requisitions for men who had been placed in "B" category, *i.e.*, men who were fit for non-combatant service overseas. Instructions were at once issued to call up all such men who had reported for service without claiming exemption, and to proceed at once to questionnaire those men in this category who had claimed exemption, and to start the usual tribunal procedure of sorting them out. In this latter connection it may be pointed out that all men who claimed exemption and upon medical examination* were placed for example in "B" category, were automatically granted exemption on the ground of low medical category without any reference to or consideration of their other claims; consequently when orders came to call up "B" men, registrars had practically to re-schedule every such case so that it might be heard on these other grounds. Moreover, on March 28, 1918, the tribunals were so loaded with "A" claims that they reached comparatively few "B" cases before May 29, 1918, upon which date we were instructed to stop the call of "B" men. In fact it may be stated that many appeal tribunals never reached any "B" cases before they were withdrawn, and that the Central Appeal Judge refused to the end to hear such claims, presumably holding it more essential to clear up men in "A" category first.

In the middle of the "B" call, the now famous order in council cancelling all exemptions of men in the 20-22 Class was passed, and this Branch held that as orders to report for duty to men in "B" category had been given by the Minister of Militia and Defence, this order in council put an end to all claims of "B" men within the prescribed ages, and that following out the policy back of the above order, "B" men of the 20-22 Class should be called before men of older ages. The Department of Militia and Defence could not see its way to accept these men, however, and as a result no "B" men of the 20-22 Class were ordered out because of their exemptions being cancelled by order in council.

On May 29, 1918, instructions were received to call no more "B" men and from that date we ordered for service outside men in "A" category only certain of those men, chiefly of the 20-22 Class who had remained unexamined and among the

latter those who upon medical examination were placed in a category lower than "A" were in general returned to civil life under the registrars' jurisdiction; in all up to May 30, 1918, there were obtained 3,366 men in "B" category, the components of such numbers varying from zero in M.D. 5, Quebec, to 813 in M.D. 11, British Columbia.

Ever since the Military Service Act came into operation, strong and it seems to me unanswerable arguments have been advanced for a definite and aggressive Government policy to protect and reinforce such industries as, for example, lumbering, especially that part which deals with aeroplane spruce, munition work, shipbuilding, mining, wireless activities, power development, fishing, and agriculture; and although as has been indicated, the tribunals through their selective process and the registrars through their discretion in review, guided in policies of national importance by the head office, have nobly succeeded in protecting and in disturbing in very small part these industries, I believe that the problem could have been solved best and the situation immensely helped by drafting all men in low categories, whose exemption claims outside physical were refused, for service in all industries pertaining to the national interest, thereby increasing the stability and strength of such industries and simultaneously liberating a considerable number of "A" men for that noble work which only the strongest can perform.

XIX.—RECENT CHANGES IN REGULATIONS.

Since the publication on March 2, 1918, of the Green Manual containing the revision and consolidation of regulations under the Military Service Act, it has been necessary from time to time to provide over fifty new and amending regulations for the better enforcement of the Act, and it will be of interest very briefly to summarize the more important points of this recent legislation, which is given in full in the addenda to this report, and for the sake of continuity such summary will be arranged in chronological order.

In April, 1918, regulations were enacted providing for the interchangeability of registrars; for the further payment, on the recommendation of the Minister of Justice, of local tribunals to whom payment had been stopped on January 7, 1918; for authority to the General Officer commanding to use the troops under his command to preserve civil order and without request of the civil authorities; the withdrawal of the right of a man who had been refused exemption to demand an examination by a Medical Board of Review; and the important legislation referred to in sections X and XI relative to the registration of the 19-Class and the cancellation of exemptions of men of the 20-22-Class.

On April 30, 1918, an Order in Council (P.C. 1013) provided that on and after June 1, 1918, every male person not on active service and who apparently might be reasonably suspected to be within Class 1 under the Military Service Act and by whom it was claimed he was not, either by reason of age, marriage, nationality, etc., should carry certain documents to prove that he was not in fact within Class 1. This important Order in Council, designed to assist the police in the apprehension of defaulters and employers in determining the status under the Act of their present or prospective employees, was further amended by P.C. 1266 and P.C. 1490, and finally replaced by P.C. 2122, dated September 19, 1918, all amendments being for the purpose of more effectually carrying out the intent of the original order.

In May, 1918, appeared regulations amending Regulation 27 of the Green Manual by providing a severe penalty of imprisonment and fine for men failing to notify registrars of change of address and designed especially to affect those men holding exemptions, who, on account of low category, could not have their exemptions terminated as provided for in Regulation 27; conferring on the Central Appeal Judge the right either direct or through his clerk to exercise all the powers conferred by any

regulations on registrars, in so far as it might appear desirable in the opinion of the Central Appeal Judge in enabling him to dispose of any appeals that might come before him; that there should be no time limit within which to lodge any appeal against the granting of any exemption; and providing for the granting of leave of absence to men of the 20-22-Class called for duty as the result of the cancellation of their exemptions by Orders in Council whose reporting for duty entailed hardships disproportionately greater than their usefulness for military service, as, for example, when the man concerned was the sole support of a widow, an invalid father, or other helpless dependents.

During June and July, 1918, provisions were made for the transfer of the special Dominion Police to the Department of Militia and Defence; for the issue of a temporary and protective registrar's certificate to men to whom exemptions had been refused, but whose orders to report for duty were delayed; that discharge of men from the Canadian Expeditionary Force for the purpose of permitting them to join the Royal Flying Corps or the Royal Air Force should in no way affect their liability for further service under the Military Service Act, provided they left the service of the Air Force without serving in a theatre of actual war, and instructing such men to report themselves to the proper registrar upon discharge; and for the registration under the Military Service Act within ten days after arrival in Canada of all British subjects becoming resident here who, if they had been in Canada, would have belonged to some class or classes called out by Proclamation.

During August appeared the Amnesty Proclamation referred to in section XIV; an amendment to Regulation 106 of the Green Manual making it an offence punishable by heavy penalty not only for employing or retaining in service a deserter or absentee without leave, but also for knowingly harbouring, concealing, or in any way assisting any such defaulter. This regulation, governing the important duties under the Military Service Act of employers, was still unsatisfactory and was further amended in October to overcome the objection that it enabled employers to escape liability on employing defaulters upon the grounds of inadvertence or ignorance and to place the onus on the employers of verifying the status under the Act of all men in their employ. On August 16, 1918, P.C. 1953, defined the word "reinforcements" as occurring in subsection 4, section 13 of the Act, to include only men who had embarked or been despatched for service overseas; and on August 20, 1918, P.C. 2044 gave sanction to the United States Military Service Convention regulations.

During September, 1918, Regulation 93 of the Green Manual was amended by rendering a man liable to civil penalty for returning a false or misleading answer to any question submitted to him by any questionnaire submitted by the registrar as well as by imposing a penalty for failure to answer and return such questionnaire within the time limit; paragraph (m) of Regulation 1 of the Green Manual was changed to provide that the posting by registered post by the registrar of any order to report for duty or for medical examination to an address which had been notified to the registrar by or on behalf of the man involved should be conclusively deemed to have been received, unless it were proved that such order did not reach the post office of destination; and a regulation also appeared providing that two years may elapse within which complaint may be made or information laid in connection with offences committed against the Military Service Act and Regulations.

On October 5, 1918, an important order in council (P.C. 2453) was passed amending Regulations 81 and 82 of the Green Manual, and providing first that either party without special leave or certificate might appeal direct from the decision of the local tribunal to the Central Appeal Judge; and second that registrars might assign any claim for exemption, original or not, direct to an appeal tribunal or the Central Appeal Judge. On October 11 a very useful regulation bearing largely on industrial and labour conditions was enacted, giving registrars authority to issue permits of approved form to men exempted as farmers, fishermen, etc., or for other like occupa-

tions which could be usefully carried on only during their appropriate seasons, permitting such men to engage in other occupations during the periods in which the occupations for which they were exempted were out of season. At the close of operations registrars were exercising this power especially in permitting and encouraging men exempted as farmers, and who were insufficiently employed during the winter months, to engage in lumbering, munitions work, and other employment in the national interest.

On October 23, 1918, there was passed a regulation (P.C. 2588) which I firmly believe had more potentialities for a thorough and efficient service in the administration of the Act than any other single enactment. It provided that registrars at their discretion and without submission to any tribunal might grant any application for renewal or extension of any time exemption granted upon the ground that the claimant's employment was in the national interest, subject to review only by the Central Appeal Judge. At the time the Armistice was signed, each registrar's office had rearranged its machinery so that the important responsibilities imposed by the above regulation could be carried on with fairness and efficiency. It is clear that an enormous saving of time and money would have been effected if this regulation had been earlier in operation so as to avoid the scheduling to tribunals of tens of thousands of applications for renewals and extensions of perfectly clear exemptions on grounds of employment in the national interest. It may be said, moreover, that registrars were instructed that everywhere men engaged in such employment, notably farmers, failing through ignorance or procrastination to apply for renewals or extensions of their exemptions, instead of being ordered to report for duty, should have their cases reviewed and extensions or renewals granted if the original conditions of exemptions were judged fairly to continue.

During October considerable legislation was enacted relative to Mennonites and Doukhobours and was brought to a head not only by the great dissatisfaction existing in western districts over the exceptions by the Act of great numbers of men whose status was questionable, but by the influx into Canada of large numbers of these men who were escaping compulsory service in the United States. These regulations provided, for example, that Mennonites and Doukhobours who either did not immigrate or were not descendants of those who did immigrate to Canada pursuant to the arrangements mentioned in the seventh exception of the Schedule to the Act, or who having so immigrated or being descendants of the latter, had not continued without interruption to be members of the sect, or to reside permanently in Canada, should not be deemed to be within the seventh exception; and moreover for the purpose of identifying the true status of individual Mennonites and Doukhobours an important provision was made for the appointment upon the request of the registrar of a judge in each province to decide such status.

Provision was made by P.C. 2632 of October 26, 1918, in an amendment to Regulation 104 of the Green Manual that any man who had a claim for exemption outstanding and who defaulted a medical examination should be deemed to have forfeited such claim and to be placed on active service in the Canadian Expeditionary Force.

On January 2, 1919, the necessity of the consent of the G.O.C. for the prosecution of Group III defaulters under section 13 of P.C. 3168 was done away with, thereby simplifying and speeding up the procedure to be carried out in connection with the prosecution of these defaulters; and on January 16, 1919, a further and important regulation appeared, designed to aid and simplify the prosecution of defaulters by providing that any certificate purporting to be signed by a registrar or deputy registrar concerning any fact disclosed on his record shall be accepted as *prima facie* evidence of that fact without proof of the record or of the official character or signature of the registrar or deputy registrar signing same.

Finally, I would mention that on December 16, 1918, P.C. 3090 suspended, so long as it may remain in force, certain regulations enacted under the Military Service Act.

and provided that all appeals, applications for exemptions or for extensions of exemption between the jurisdiction of the two Departments of Justice and Militia, and yet that all proceedings in relation thereto shall be suspended so long as this order in council remains in force. It also provided for the suspension of regulations dealing with notifications of change of address, return of exemption certificates, permits to leave Canada, registration of 19-Class and widowers, and registration of United States citizens living in Canada, and British subjects coming to Canada to reside. It further provided, however, that this suspension is not effective in regard to offences committed on or before November 11, 1918, or prosecutions which may be hereafter instituted with respect to such offences, and it in no way affected any regulations dealing with defaulters and the duties, for example, of employers relative thereto.

XX.—THE INTER-RELATION OF DEPARTMENTS.

The Military Service Act and Regulations contemplated a very sharp demarcation between the jurisdiction of the two Departments of Justice and Militia, and yet as no Class I man could properly be received by any District Military unit without his being on, or coming on, the registrar's records, it is obvious that the most intimate co-operation and understanding of each others problems and difficulties was rendered essential in order to secure a maximum of efficiency and to avoid the commission of, costly errors. This sharp line of distinction between the jurisdiction of the two departments arose from the fact that it was the duty of this department to make provision for the registration of draftees; to order them for medical examination before Military Medical Boards constituted by direction of the Director General of Medical Services; to carry their claims for exemption through the proper judiciary process, and finally to issue to those eligible orders to report for duty in such volume as the Military might require. As soon, however, as a man failed to register within the time limited, or as soon as the date set for his reporting for duty fell due, he passed entirely from our jurisdiction to that of the Military. In this connection, there seems to the writer little doubt that many errors which have arisen in the enforcement of the Act and especially the listing erroneously of many men as defaulters would have been avoided if provision had been made by which a draftee would remain absolutely and entirely under the jurisdiction of the registrar until actually turned over to and received by the District Military Authorities.

As has been stated, the Military Service Sub-Committee, representing the Militia Department and constituted to co-operate with this Branch and to assist the Minister of Militia in administering the Act from the point where the Minister of Justice ceased to exercise control, has throughout been most ready to help in co-ordinating the necessarily interwoven duties of the two departments, and probably no better separate organizations than the Sub-Committee and the Branch could have been devised to relate and perform these duties.

It may be of interest to point out certain problems which demanded joint action of the departments concerned and if I seem to emphasize largely those things which might have been improved, it is only because every section of this report that speaks of final success is an advertisement of the results effected in unison by the Sub-Committee and the Military Service Branch, as well as by the District Military Authorities and the local registrars under the Military Service Act.

Some difficulties arose in connection with the issuance of Routine Orders to Commanding Officers by Militia Headquarters and of Circular Instructions to registrars by this Branch. In the majority of cases, these orders and instructions were drawn up and despatched without consultation between the departments concerned; as a result, not only were our Circular Instructions often such that in order to meet the registrar's wishes, Officers Commanding would have had to contravene

existing Routine Orders, but occasionally the effect of Routine Orders was to nullify the most important work of registrars and tribunals; for example, many registrants claiming exemption as conscientious objectors, or as exceptions to the Act, or on account of the War-time Elections Act, or as aliens, and having had their cases investigated sometimes by all three tribunals were denied exemption and ordered to report for duty, only to find on arrival at the Depot Battalions that there existed Routine Orders which provided that if they could convince the Commanding Officer of their right to have exemption on the above grounds, they would be discharged and returned to the registrar's jurisdiction. Thus without any reference whatever to registrars, who alone possessed the complete history of the cases, men continued to receive virtual exemption on the authority of one Military Officer and in supersedence of the judgment of our best tribunals, until the matter was finally adjusted and the order changed, so that consultation and agreement with the registrar was necessary before discharge.

Another routine order which should not have issued without consultation was that which stated in cases of doubt as to whether a soldier applying for harvest leave was a farmer, the opinion of the agricultural representative was to be requested and acted upon. This failure to consult the only authentic records of the man's status resulted in large numbers of men who had been refused exemption on claims of being farmers because in fact they were accountants, clerks, etc., being let out on harvest leave. This order was however eventually modified.

Probably no procedure of the military authorities has caused more criticism of the Act throughout the country than that in connection with the issuance to draftees of harvest leave and compassionate leave together with the earlier work of the leave-of-absence boards, and I beg to point out that this criticism was largely caused by the fact that the procedure took absolutely no cognizance of registrars and their essential records and vital knowledge of each case. Thousands of men who were unable to present valid claims for exemption to satisfy the fairest tribunals in the land secured more or less indefinite leave by presenting their side of their cases to perhaps one single military officer, and as a result, the Act itself was blamed for giving exemption to men who were known locally to have no valid claims for such.

It should be pointed out in concluding our reference to routine orders that many important routine orders and registrars' circulars were drawn up, especially during the later months, in hand and glove consultation between the secretary of the Sub-Committee and this Branch, and towards the end of operations the Sub-Committee not only secured a consolidation of routine orders bearing on the Military Service Act, but also the amendment of practically every order which the Branch brought to their attention as making insufficient use of registrars' organization and information, and towards the end a considerable number of routine orders were passed directly at the suggestion of the Military Service Branch to clarify the situation in the various districts.

Another administrative detail that gave rise to much friction, and which I believe may properly be criticized, was that relating to medical examination after men were put in khaki. Large numbers of men who were rated "A" category by competent boards, ordered to report for duty and put in uniform were later lowered in category by Junior Medical Boards, discharged and returned to registrars' records. This was done in a great many cases, even where the man's original category had been determined by the excellent Medical Boards of Review, and it was only at the close of our work that provision was made against this abuse.

During the last of May, the Department of Militia appointed in each district an official known as the Military Service Act District Officer whose duties were to act as a liaison officer between the registrar and the Commanding Officer, to co-ordinate the statistical figures of each department and to be the medium by which all dis-

crepancies of record could be rectified. Although these officers were appointed without any consultation with this department, they were in some districts of the most vital importance and value, keeping records that were rivalled in completeness and accuracy only by those of our registrars and effecting absolute uniformity with the latter's statistical returns. In other districts, however, these officers were mere figure-heads, very often showing considerable pride in the fact that they had absolutely no records and would trust the registrar for everything. If there had been detailed instructions at the outset and later inspection of these District Officers and their organizations, they would as a body, instead of individually, have constituted one of the most valuable agencies in carrying on between the two departments.

The two most intimate relations existing in each district between the Military and registrars arose through the attempt to co-ordinate statistical figures and through the policy of returning soldiers to registrars' records; these relations are of sufficient importance to describe in some detail.

Immediately after the first call of men under the Military Service Act, Militia Headquarters and the Branch commenced issuing semi-monthly reports showing the number of men obtained under the Act and their disposition, and the registrars and district officers were supposed properly and with mutual agrément to account for each man furnished. For some months these returns balanced, but soon complications began to arise: men were classed "voluntarily reporting" by the Military and "reporting as ordered" by the registrar; men who had had their orders to report withdrawn by the registrar were classed "defaulters" by the Military and men were classed "defaulters" by the registrar who had enlisted in Imperial and other units, and finally when the Military were permitted to return men of low categories to the registrar's jurisdiction, the discrepancies between our two sets of figures became almost hopeless of eradication. It was at that time decided that drastic, and as it turned out, very strenuous steps must be taken by the two departments to straighten out their statistical tangles and as a beginning nominal rolls were called for from each district by Militia Headquarters of all voluntary enlistments and apprehended unregistered defaulters, with a view to circulating these rolls among the different registrars to be checked against their records. It turned out, however, that in several districts the Military records were in a quite hopeless condition and it took over five months to get their rolls delivered, and then some of them were worthless because of lack of detail concerning each recruit that it was necessary to have, but impossible for them to give. Later, after consultation between the secretary of the Sub-Committee and this Branch, instructions were issued to start absolutely at the beginning and check the registrars' lists of men ordered to report against the Military Part 2 Orders, which latter are in fact the lists of men taken on active strength. It was found, however, that in some districts Part 2 Orders were in such confusion that this vitally important check, which in the District of Montreal alone reduced the apparent number of defaulters several thousands, has only now been completed, and it may be said finally that the extraordinarily arduous task of bringing our records into agreement, which task has taken months to accomplish, has in fact reduced the number of supposed defaulters by nearly 20 per cent.

The return of drafted soldiers to the registrar's jurisdiction was a valuable step taken after consultation with the two departments in midsummer. As has been stated, many men ordered to report by the registrar as of "A" category or undetermined category were later properly reduced in category and were discharged. As the various Military Units, however, had no machinery to keep tab on the future movements of these men or the improvement of their bodily health, it was arranged that such men upon being lowered in category would be given conditional leave of absence for thirty days, subject thereafter to confirmation by the registrar, *i.e.*, the men were in fact returned to the registrar's records, who did not lose sight of them, but ordered them later for medical re-examination and when found in "A" category, re-ordered them to report for duty.

It is only fair to point out, in conclusion, that in practically every district the heartiest of good feelings existed between the various units and the registrars' organizations, and that in some districts the registrar and officer commanding decided early in the game that the most important thing of all was for them to get together, and the way these two officials disregarded and renovated routine orders and registrars' circulars, in order to get results, is a delight to one who believes that too much formality often strangles ability, and that simply because an order is issued is no reason why it can be understood or carried out with uniform understanding.

XXL.—FAILURES AND REMEDIES.

Now that so much commendation has been given to the procedure which has brought results from the Military Service Act, it is of interest to point out things which, in the judgment of the writer, could have been changed or omitted with great benefit to all concerned.

The most important and beneficial change that could have been introduced into the general administration of the Act would have been to abolish the privilege granted to men in Class I of "voluntarily reporting" themselves before the date set for them to report by the registrar. The writer humbly believes that such privilege is inimical to a logical and sound interpretation of the selective draft and places false emphasis upon what appears to be true volunteering. A man who honestly believes he is better employed on his farm than in the trenches is deserving of every bit as much commendation as a man who leaves essential employment of national importance to report himself for military duty. It may be pointed out in this connection that the above view found expression at a conference of registrars in September, 1918, in the following resolution: "That this meeting of registrars and deputy registrars under the Military Service Act recommend to the Military Service Branch, that steps be taken to abolish voluntary enlistment of men within the Act, and this meeting further suggests that if such voluntary enlistments are not abolished, it desires to express its disapproval of enlistments in any unit whatever, Imperial or Canadian, except the Depot Battalions, and this meeting further respectfully suggests that all men within a class called out who desire to enlist previous to call should receive from the registrar in charge of his file an order to report for duty and be shown on all statistical records, military and civil, as obeying that order and not as a volunteer; and this meeting would further respectfully suggest that in respect to all men in classes not called out who desire to enlist they be required to sign a report for service in the office of the registrar who may thereupon issue a direction to a Depot Battalion to take the man on strength with the request that the Officer Commanding such Depot Battalion report back to the registrar in the usual way if the man is discharged."

The next serious mistake that was made, appears to the writer to have been the loose and unscientific way that many registrants were originally granted exemption on the ground of various employments, dependents, etc. Large numbers of these men were not medically examined and in fact furnished no information concerning themselves until it was necessary to review their cases. The very first step in a scientific selective draft would have been medically to examine every registrant and to have them completely describe their status in questionnaire form. Even the fact that in the fall of 1917 there was great urgency for reinforcements and that it was felt that machinery must not be clogged by procedure which would not immediately yield soldiers, cannot overbalance the innumerable advantages in the way of eventually saving time, money, and procuring soldiers that would have resulted from a uniform initial policy of medical examinations and questionnaires.

Two other matters that have been elsewhere referred to in this report which might have been differently arranged with profit, are the continuing under registrar's juris-

diction of all draftees until turned over in person to the Military Authorities and the drafting into work of national importance of low category men of Class I to whom exemptions on grounds other than category were denied.

I have also referred briefly to the incongruity to which the system was subjected by the introduction at an early stage of Leave of Absence Boards, and later of Agricultural Representatives to pass upon soldier candidates for farm furlough, and whose powers actually could and did invalidate even the work of the Central Appeal Judge.

The importance of thorough and adequate publicity explanatory of the operation and requirements of the Act and regulations and the underlying policy cannot be over-estimated. Great satisfaction was experienced in the early progress of the campaign by the assistance rendered by the experienced and capable advertising firm of Messrs. McKim, Limited, and it must be said, though without reflection upon the Government agency, through which the publicity was subsequently conducted, that the diversion of the business to that agency did not operate in the interest of efficiency or economy.

Another detail of our procedure that caused, in some districts, a great deal of confusion and waste of effort, was the fact that no tribunals were constituted to decide questions of alienage or of status as exceptions to the Act of men claiming exemption. The Appeal Tribunals and Central Appeal Judge held that they had no jurisdiction in deciding whether or not a man should secure exemption on the claim that he was an alien or an exception to the Act, and as a result these men were sent from pillar to post, and the whole matter handled in a most unsatisfactory and disjointed fashion. If a tribunal had been constituted to decide solely such questions much worry and waste of time would have been saved to registrars and tribunals. As a matter of fact, at the time the Armistice was signed a step had been taken in this direction by an Order in Council authorizing the establishment of tribunals to decide whether or not stated individuals could properly claim exemption to the Act on account of their being Menonites or Doukhobours.

What appears to the general and thoughtless public as a most serious failure of the Military Service Act is one that probably could not by any means be avoided, and in fact, only to a small degree alleviated. I refer to the general uneasiness that existed in every district, and almost every home, on account of the continual review and change of exemptions, and to the lack of stability due to the fact that it could not be announced, because not known, when another class, or when the 19-year-old class, would be called for duty. Employers were loath to employ young men with time limited exemptions which might, or might not, be extended, or young men of a class which rumour persistently said would be called out at once; and young men with time exemptions, or of the 19 Class, did not dare embark on any business ventures of importance for fear that in their midst their time to report might come. The only way the situation could have been avoided would have been by the very complex but scientific procedure of registering at the beginning all men of military age, and of dividing them into classes arranged in the order in which every member of each class would be called that is, to make a scientific and complete inventory of the man-power of military age of the country, to determine their exact physical status and to perfect a searching inquiry into the qualifications and the industrial and domestic relationship of each registrant; and finally to classify them in the exact and permanent order of their proper availability for military service.

XXII.—THE CLOSE OF OPERATIONS.

During the weeks immediately preceding November 11, 1918, it became increasingly apparent that we should soon and happily be able to cease our activities; in fact on November 1, 1918, I had instructed our registrars that on account of the then more or

less prevalent influenza, all Orders to Report for Duty and for Medical Examination should cease until further notice, and that all such orders outstanding should be recalled where possible. On November 8, 1918, a confidential letter was sent to all registrars advising them not only to set their houses in order, but what things would be immediately incumbent on them to do if open hostilities ceased. On November 13, a Procedure Circular was issued to all registrars with full instructions as to their immediate duties and probable future work. They were instructed at once to reduce their staffs, retaining only a sufficient number of their ablest clerks and essential officers to complete the rather important details remaining undone; to disband the organization of the district public representative; to instruct tribunals abruptly to cease all operations and return all outstanding files; to render all unpaid accounts, including those of tribunals; to arrange the documents of every file in chronological order, so that if it were later decided to assemble all files at Ottawa, they could be read with understanding of the history contained therein; to make and submit an inventory of all office furniture and other assets; to hold in abeyance all operations connected with the registration of the 19 Class and Americans until the requirements for such registrations could be formally suspended; to furnish to this Branch, for submission to the Civil Service Commission, a list of all employees who wished to enter the permanent Civil Service, with a statement of their position and qualifications; and finally there was indicated the important work remaining to be done before the offices could be entirely closed.

It may be of interest, to mention the essential and laborious activities that it was found necessary and advisable to complete after November 11, in order that our organization might be closed up like a real business concern, and which necessitated the employment of about 40 per cent of registrars' staffs up to February 15, on which date every office was reduced to one officer in charge, a statistician and certain stenographers and typists to complete minor details and answer inquiries during the sittings of Parliament. The first and most important work that has recently been finished was the completion of the statistics ledger, and in general, the preparation of the final and complete statistical information that is given in Parts II and III of this report. This work has been heavy because not only did the signing of the Armistice find us in the very midst of it, but it has been necessary to have a complete overhauling of every file and as well, in an effort above all designed to determine the real number of defaulters, to circulate and check a large number of nominal rolls. As an example of the latter, I may mention the Royal Air Force, an Imperial unit with Headquarters at Toronto; large numbers of Class I men volunteered in this Unit whose true status our registrars were ignorant of, and who were in fact in general being classified on registrars' records as "defaulters". To clear up this situation, the Royal Air Force submitted to the registrar at Toronto over 14,000 names of men who had been taken on strength since October 13, 1917; this list has been circulated in card form throughout all our offices with a very important modification of our figures. Section XX of this report indicates the extent of the several months' work which has been necessary to align the statistical figures covering the results of the Military Service Act and possessed respectively by the registrars and District Military Authorities. At the present time, changes in such figures are noted by the registrar and the G.O.C. advised thereof.

The next important problem left to registrars was connected with the prosecution of Groups I, II and III defaulters who are defined in section XIV. The prosecutions of Group I defaulters, whose names are of course unknown, are entirely in the hands of the police and our only procedure connected therewith has been to draw up and print a registrar's certificate to the fact that a named individual has not registered in that district. All members of Groups II and III defaulters, i.e., respectively, those registrants who have disobeyed orders to report for medical examination or for duty, are listed necessarily in registrars' offices; but it is obvious that there is a great opportunity for error in listing a man, for example a Group III defaulter, who has volunteered in some unit without the registrar being notified, or is also registered in another district where his position is perfectly regular. To determine these men with as great accuracy

as possible, therefore, nominal rolls have been prepared in each district and elaborately checked with all possible military and registrars' records and containing a wealth of information concerning the individuals listed; for example, in the cases of Group III—name, address, serial number, age, height, weight, complexion, colour of eyes, occupation, employer and his address, and other descriptive features available. Upon such a list being completed in any district and made accurate in so far as the records of that district could determine, a copy was sent to each other registrar to check in a similar complete fashion against his records. Finally, there has resulted for each district, net nominal rolls of Groups II and III defaulters and as far as human effort is possible, these lists are accurate.

In the meantime, this office had prepared a registrar's certificate to the fact that the man named therein had defaulted either an Order to Report for Duty or for Medical Examination, containing also a fiat form for the consent of the Attorney-General. Immediately upon securing the final net lists of these defaulters, a copy was handed to the Dominion or Royal North West Mounted Police, and the registrar made application on the above certificate for the necessary fiat from the Attorney General. When the latter was obtained, the form was attached to the defaulter's file and everything was ready for his immediate prosecution upon arrest. It may be of interest to point out in this connection that our checks relating to defaulters have reduced the gross number of Group III defaulters from 36,383 in August to 24,139 in February.

Finally in the middle of December, it was decided to issue a uniform, simple and distinctively coloured certificate of protection to every registrant who, on November 11, 1918, was in good standing on the registrar's records. This was considered advisable because of the fact that during the course of our operations and as various emergencies and conditions arose, a considerable variety of exemption, registration and protection certificates had been issued and inscribed in a still greater variety of ways; as a result, there was obviously not only a great opportunity for deception and falsification by the use of these certificates by men not entitled to them, but it was very difficult for the police and employers to judge a man's true status by an inspection of his Military Service documents. These new certificates printed on bank paper, with a place for the signature of the man named in it, who is simply described as in good standing on the registrar's records on November 11, 1918, have superseded and replaced all other outstanding registrars' certificates, and have been issued to over 350,000 registrants, including the 19 Class and Americans, and constitute the last step in protecting men still under our jurisdiction, who have performed their obligations under the Military Service Act.

XXIII.—PERSONAL REFERENCES.

Now that the work connected with the Military Service Act is practically completed and the men who have given so freely of their services to enforce this Act are about to resume their usual avocations, may I respectfully direct attention to the fact that it is largely owing to the registrars and deputy registrars appointed under the Military Service Act and to their staffs that the administration of the Act has been carried out successfully. The duties imposed on these men, many of whom undertook and carried out the work at a great personal sacrifice, have been difficult, arduous, oftentimes distasteful and always of great trust. I have only to call attention to the names of these gentlemen listed in section XXIV of this Report, all of whom are men of prominence in their respective provinces, to indicate the spirit of service which allowed their time, skill and sacrifices to business and personal affairs to be drafted equally with the young men of the nation. As registrars I do not wish to differentiate among their distinguished services rendered, but I would call attention to Mr. E. H. Godin, K.C., who besides his duties as registrar at Montreal, duties which were ably seconded by his assistant, Mr. J. C. Petitelere, found time after the elevation of Mr. Justice

Loranger to the Bench, to come to Ottawa weekly as counsellor to the Branch; to Mr. C. Lesslie Wilson, our Toronto registrar, who, in addition to his own duties has during the past four or five months spent a portion of his time assisting at this Branch; and to Mr. W. E. Wismer, registrar at London, who at the time of the Quebec riots assisted ably and without stint in the reorganization of our office at that city.

The co-operation and assistance received from other Departments of the Government with whom we came in contact, has been exceptionally commendable, and although I cannot mention all, I feel I should be personally ungrateful if I failed to refer to the Military Service Sub-Committee of the Department of Militia and Defence, for the advice, counsel and co-operation unfailingly received from that body; to Dr. R. M. Coulter, C.M.G., Deputy Postmaster General; Lt.-Colonel Geo. A. Ross and Mr. J. H. Lewis of the Post Office Department, whose energy, assistance and advice made it possible to have distributed without a hitch the many thousands of forms, notices, literature, letters and packages sent out from the Military Service Branch; Mr. J. B. Hunter, Deputy Minister of Public Works and the representative of that Department in the various centres, whose promptness in realizing our difficulties as they arose in the various parts of Canada and in immediately coming to our assistance by providing office space, furniture, fixtures, etc. contributed largely to the celerity with which our registrars were able to get to work and expand from time to time as occasion required; Mr. J. de L. Taché, King's Printer, and Fred Cook, Assistant King's Printer, Fred Boardman, Superintendent of Printing, and the Staff of the Printing Bureau, for the manner in which the great mass of printing required in our work—the millions of forms, etc.—were promptly turned out and delivered, such work often requiring all hands to work overtime; Mr. J. O. Patenaude, Superintendent of Stationery and his staff, for the prompt manner in which all our requisitions were filled and despatched to the various registrars' offices throughout Canada; and Mr. F. C. Blair of the Immigration Department for his energetic co-operation in preventing men of military age from escaping the Country.

I should also refer to the unfailing courtesy and executive capacity shown by the Clerk to the Central Appeal Judge, Mr. J. Lorn McDougall and the Comptroller, Mr. W. J. Fleming.

My work has been made most pleasant and easy by the splendid co-operation given by the officers of the Branch, and I wish most gratefully to mention Mr. E. Gordon Bill, Ph. D., to whom credit for the preparation of this Report is mainly due and whose work as Assistant to the Director has given him a wide scope for the exercise of the splendid natural and cultivated abilities which he possesses and which have done much to ensure the success of our work; Captain J. H. Jenkins, Secretary, mentioned in the report of the Military Service Council; Major G. D. Oulster, the courteous and diplomatic Assistant Secretary; Lieut. H. T. Gorrie, the energetic and original Statistician; Major G. M. Marsh, Diplomatic Exemptions Registration; Lieut. G. M. Taylor, M.C., the efficient officer in charge of General Correspondence, Printing and Distribution; Messrs. J. A. Ritchie and J. O. Carss, D.C.L., Legal Officers; Mr. F. D. James, the careful and efficient Accountant; and the tried and devoted staff, all of whom have been faithful and painstaking in the performance of their duties.

In conclusion I would mention Mr. Justice L. J. Loranger, to whom for more than a year, prior to his elevation to the Bench, first as member of the Military Service Council and afterwards as Counsellor to the Branch I owe a deep debt of gratitude for the unfailing strength, courage and support he gave me in our difficult duties and for the splendid work he performed in particular in his own Province of Quebec. Often when most discouraged over results and work in that Province his foresight and tenacity overcame all difficulties and made it possible to carry on to a successful conclusion what appeared at first sight as an impossible task. The Province of Quebec owes a heavy debt of gratitude to this splendid son of hers for the faith he gave to her and which won over all obstacles.

Finally, sir, may I be permitted most respectfully to refer to my immediately superior officer, the Deputy Minister of Justice, to whose great wisdom, unflinching patience and far visioned counsel has been due above every other single factor whatever success has attended the efforts of this Branch in securing results under the Military Service Act.

XXIV. OFFICIALS OF THE MILITARY SERVICE BRANCH.

Name.	Official Position.	Date of Appointment.	Date of Termination of Service.
E. L. Newcombe C.M.G. K.C....	Deputy Minister of Justice—Chairman of Council.		
Lt. Col. H. A. C. Machin.....	Director.....	Aug. 29, 1917	
Lt. Col. O. M. Biggar K.C.....	Councillor.....	" 29, 1917..	Feb. 28, 1918.
Lt. Col. J. H. Moss K.C.....	"	" 29, 1917..	May 31, 1918.
Justice L. J. Loranger K.C.....	"	" 29, 1917..	Sept. 30, 1918.
W. E. Wismer.....	Chief Registrar for Canada.....	April 1, 1918..	Nov. 30, 1918.
E. Gordon Bill, Ph. D.....	Ass't. to Director.....	May 1, 1918	
Captain J. H. Jenkins.....	Sec'y	Sept. 1, 1917	
Major G. D. Oulster.....	Ass't. Sec'y.....	Dec. 1, 1917	
J. A. Ritchie.....	Legal Adviser.....	April 24, 1918..	Jan. 31, 1919.
J. O. Carss D. C. L.....	"	July 1, 1918..	" 31, 1919.
Lt. Col. R. H. Greer.....	"	Feb. 25, 1918..	April 16, 1918.
Capt. D. R. M. McLean.....	Printing and Distribution.....	Sept. 6, 1917..	July 1, 1918.
Lt. G. M. Taylor M.C.....	General Correspondence, Printing and Distribution.....	Dec. 3, 1917	
Lt. H. T. Gorrie.....	Statistician.....	Sept. 10, 1917	
J. J. Shanahan.....	"	Nov. 1, 1917..	Nov. 30, 1917.
F. D. James.....	Accountant.....	Sept. 10, 1917	
Capt. G. D. Edwards.....	"	Mar. 21, 1918..	June 30, 1918.
L. W. McCutcheon.....	Act'g. Accountant.....	Sept. 6, 1917..	May 31, 1918.
Major G. H. Marsh.....	Inspector and Registration Diplomatic Exemptions.....	Feb. 25, 1918	
J. J. Hackney.....	Inspector.....	Feb. 25, 1918..	Jan. 1, 1919.
Major G. U. Stiff.....	"	Sept. 17, 1917..	Dec. 31, 1917.
Major J. K. G. Magee.....	"	Feb. 25, 1918..	May 31, 1918.
Capt. T. A. Ross.....	"	Sept. 24, 1917..	Oct. 31, 1918.
Capt. T. E. Dansereau.....	"	Oct. 1, 1918..	March 1, 1919.
Capt. D. Kerr.....	Commissioner of Police.....	Jan. 1, 1918..	July 31, 1918.
Lt. C. E. de M. Taschereau.....	Distribution Ass't.....	Sept. 24, 1917..	April 27, 1918.
Lt. Col. V. V. Harvey D.S.O.....	Ass't. Commissioner of Police.....	Feb. 26, 1918..	May 31, 1918.
Major G. Cowell.....	Exemption Trib., Personnel.....	Oct. 1, 1917..	Nov. 30, 1917.
Major W. F. Eaton.....	Special.....	Services given without remuneration.	
Lt. Col. G. A. Carruthers.....	"	Services given without remuneration.	without remuneration.

REGISTRARS AND DEPUTY REGISTRARS.

Place.	Name.	Date of Appointment.	Date of Termination of Service.
Calgary, Alta.....	J. M. Carson.....	Sept. 17, 1917	Dec. 31, 1918.
	J. J. Hackney.....	Jan. 1, 1919	
Charlottetown, P.E.I.....	W. W. Stanley.....	Sept. 17, 1917	
Dawson City, Yukon.....	John Black ⁽¹⁾	Sept. 20, 1917	
Halifax, N.S.....	E. Hart Nichols, K.C.....	Oct. 3, 1917	
Hull, Que.....	F. A. Labelle.....	Sept. 28, 1917	
Kenora, Ont.....	Geo. Toole ⁽¹⁾	Sept. 28, 1917	July 1, 1918.
	Capt. D. R. M. McLean.....	July 1, 1918	
Kingston, Ont.....	Major H. P. Cooke.....	Sept. 21, 1917	
London, Ont.....	W. E. Wismer.....	Sept. 21, 1917	Mar. 31, 1918.
	H. F. Beresford.....	April 1, 1918	
Montreal, Que.....	Eugene H. Godin, K.C. ⁽²⁾	Sept. 15, 1917	
Quebec, Que.....	A. Gobeil.....	Sept. 21, 1917	Mar. 31, 1918.
	Alleyne Taschereau, K.C.....	April 3, 1918	Aug. 21, 1918.
	Jules LaRue.....	Aug. 21, 1918	
Regina, Sask.....	A. L. Haining.....	Sept. 15, 1917	
St. John, N.B.....	W. A. Ewing, K.C. ⁽³⁾	Sept. 15, 1917	
Toronto, Ont.....	Glyn Osler, K.C.....	Sept. 15, 1917	Feb. 25, 1918.
	C. Lesslie Wilson.....	Feb. 26, 1918	
Vancouver, B.C.....	R. S. Lennie, K.C. ⁽³⁾	Sept. 15, 1917	
Winnipeg, Man.....	E. R. Chapman.....	Sept. 15, 1917	Feb. 23, 1918.
	Geo. A. Toole.....	Feb. 23, 1918	July 1, 1918.
	Capt. D. R. M. McLean.....	July 1, 1918	

⁽¹⁾ Services given without remuneration.

⁽²⁾ Services given without remuneration since Feb. 1, 1919.

⁽³⁾ Services given without remuneration since March 1, 1919.

PART II

RESULTS OF MILITARY SERVICE ACT.

I.—REGISTRATION OF CLASS I.

The Royal Proclamation issued on October 13, 1917, called for the registration on or before November 10, 1917, of all Class I men as defined in section 3 of the Military Service Act. i.e., all men who had attained the age of twenty years and were born not earlier than the year 1883, and were unmarried or were widowers without children. This registration consisted in the signing of either a "Report for Service" or "Claim for Exemption" which eventually formed the first essential document in the registrant's record at the registrar's office.

Chart I on the opposite shows the results of this registration by provinces, and table 1, Part IV, shows an analysis of it by registrars' districts. As will be noticed the chart and tables distinguish those registrants who signed reports for service from those who signed claims for exemption and the tables give the percentage of each to the entire provincial registration. It will be observed that in percentage of registrants who waived all claims for exemption, the banner provinces were British Columbia and Manitoba. In general, however, it is well to point out that little should be read into such percentages because they take no account of the number of men who had volunteered from each province prior to the passage of the Military Service Act, nor of the fact that on account of agriculture and other industries of national importance, thousands of men who signed claims for exemption felt properly that they were volunteering for national service fully as much as those who signed reports for service.

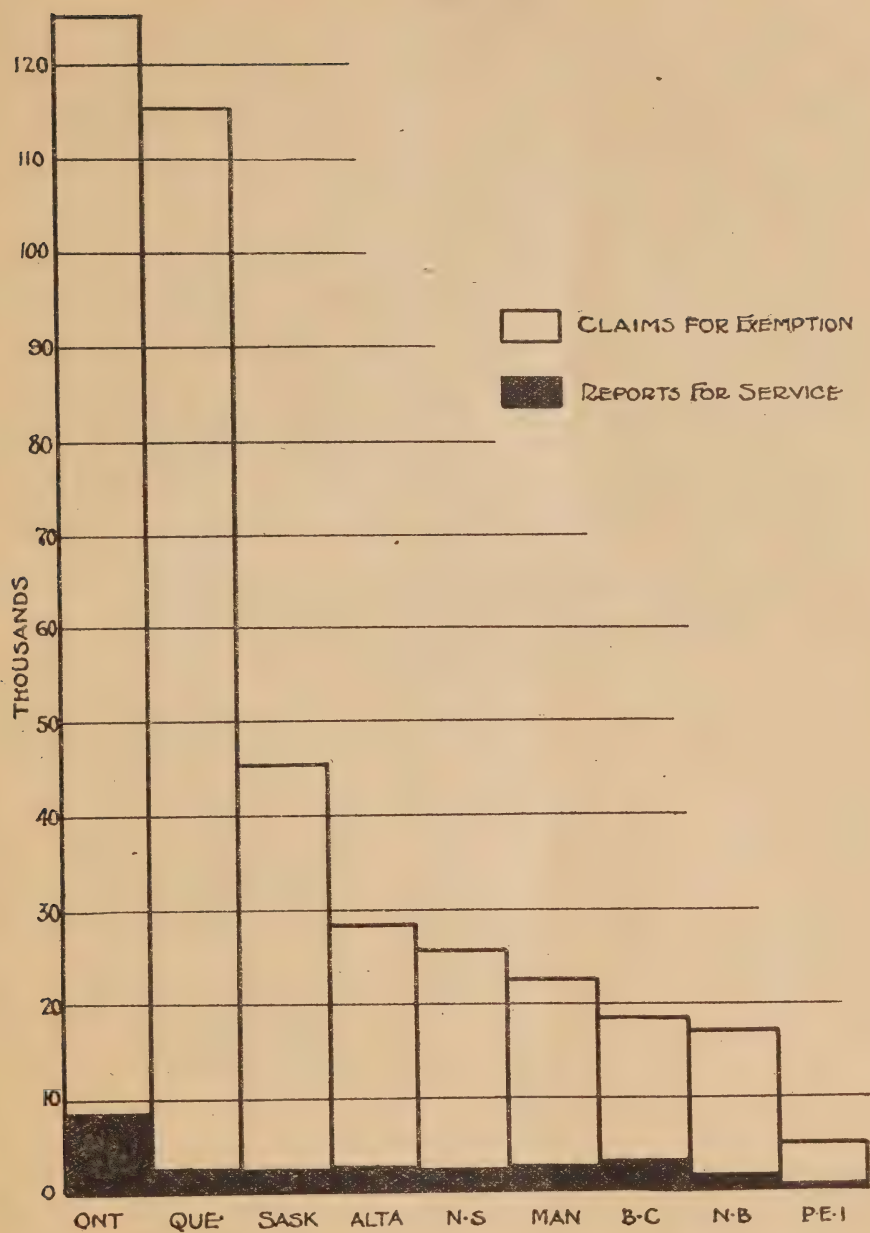
It should be observed that the registration figures given in this and other statistical sections are as far as possible net and contain no duplications of registrations, i.e., where a man himself registered and possibly reported for service, but was also registered by his parents or his employer who claimed an exemption for him, which had by regulation to be decided before he could be called for service, the report and claim were brought together and were counted as a single claim for exemption. It may be stated in this connection, however, that much trouble and some error has been caused by various registrations of the same man in different districts, such duplications being treated in one district as a defaulter, perhaps on account of a slightly different spelling of his name, and in another as regular and perhaps as overseas; but as has been pointed out in section XXII of Part I of this report, however, the circulation of nominal rolls has very largely reduced errors of the above types.

The following table used in construction of chart I is a condensation of table 1, Part III.

Province.	Total registration Class I.	Signed reports for service.	Per cent total registration.	Signed claims for exemption.	Per cent total registration.
Ontario.....	124,965	8,873	7.1	116,092	92.9
Quebec.....	115,602	2,311	2.0	113,291	98.0
Saskatchewan.....	45,536	2,218	4.9	43,318	95.1
Alberta.....	28,076	2,687	9.6	25,389	90.4
Nova Scotia.....	25,616	2,060	8.0	23,556	92.0
Manitoba.....	22,515	2,391	10.6	20,124	89.4
British Columbia.....	18,169	3,094	17.0	15,075	83.0
New Brunswick.....	16,902	1,349	8.0	15,553	92.0
Prince Edward Island.....	4,501	270	6.0	4,231	94.0
Total.....	401,882	25,253	6.3	379,629	93.7

Class I Registration.

CHART NO I



CLASS 1 REGISTRATION

II.—DISPOSITION OF CLASS I REGISTRANTS WHO SIGNED REPORTS FOR SERVICE.

A considerable number of men who registered and signed reports for service, as shown by the shaded areas in chart I, without any claim for exemption being made for them, turned out to be unavailable for military service because of the fact that when medically examined they were found to be in low categories and consequently, although signing reports for service, were given a protecting certificate stating that they were exempt from military service until the services of men in their medical category were required; practically men in "A" category alone were called to the colours, a few "B" men only being ordered during a short period for non-combatant service.

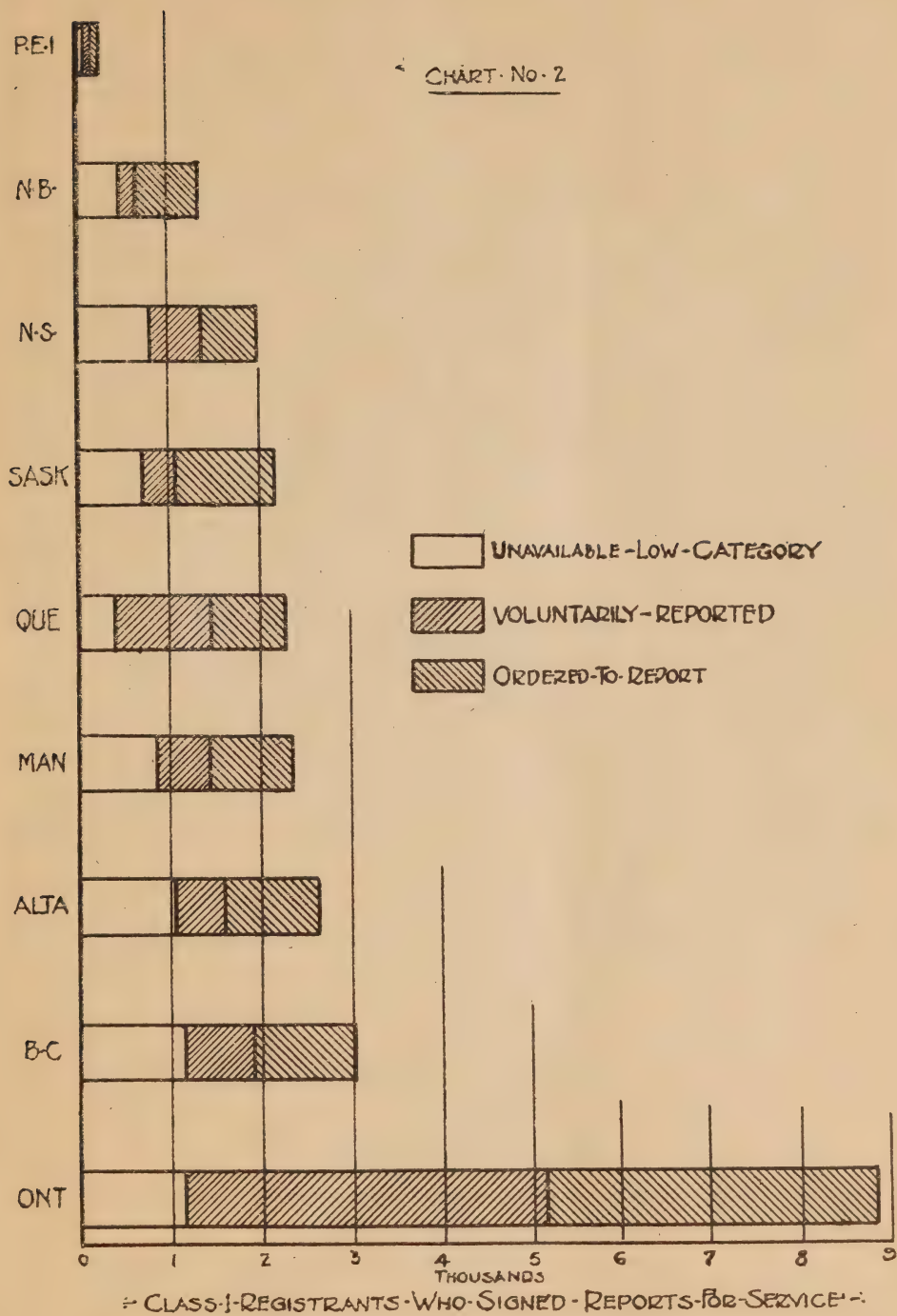
There has been a popular conception that a draftee who reported to the Military Authorities either before the registrar issued him an order to report or before the date of reporting by such order fell due should be distinguished from the man who reported on the date set by the registrar; in fact the Military Authorities have always insisted on classifying such men as "voluntarily reporting" and in order to keep our figures in agreement with those of the military, our registrars have cancelled the orders to report which had been issued to such registrants and have counted the latter in agreement with the military classification. Chart 2 on the opposite page takes cognizance of this distinction, although as has been pointed out the writer believes such distinction to be most misleading and based on a fundamentally fallacious interpretation of the true principles of the selective draft, which latter are founded on the assumption that the State and not the individual knows and orders when the latter shall leave his civil for military service.

The following table from which chart 2 was drawn shows the final disposition of those Class I registrants who signed reports for service.

Province.	Signed reports for service.	Low categories	Voluntarily reported.	Ordered to report.	Totals made available.
Ontario	8,873	1,157	4,007	3,709	7,716
British Columbia.....	3,094	1,181	763	1,150	1,913
Alberta.....	2,687	1,085	539	1,063	1,602
Manitoba.....	2,391	885	596	910	1,506
Quebec.....	2,311	423	1,065	823	1,888
Saskatchewan.....	2,218	740	374	1,004	1,378
Nova Scotia.....	2,060	843	521	696	1,217
New Brunswick.....	1,349	496	193	660	853
Prince Edward Island.....	270	123	54	93	147
Totals.....	25,253	6,933	8,112	10,108	18,220

Class I Registrants who Signed Reports for Service.

CHART No. 2



III.—DISPOSITION OF ALL CASES SCHEDULED TO THE THREE TRIBUNAL COURTS.

It is of interest to tabulate and graphically depict in chart 3 the amount of work done by the three tribunal courts, such work including of course both that under the original operations and that under the review, which latter was instituted by the registrar and described in section IX, Part I, and the results of which are shown by chart 11.

It must be emphasized that chart 3 depicts the origin and future progress of every case scheduled to any tribunal and hence shows many more dispositions than there were claims for exemption originally registered, it being clear that one claim might be counted as several cases, it going by appeal from the local to both higher courts. It should further be pointed out that even this chart does not show all the work accomplished by tribunals as it does not include re-hearings, which were allowed for a short time, nor in general applications for extensions of time exemptions, nor refused applications for leave to appeal to the Central Appeal Judge.

Local tribunal decisions may for convenience be divided into four large groups, viz., claims allowed on grounds other than medical category; claims allowed on account of low category; claims disallowed on all grounds; and claims undisposed of. It will be noted from the chart that exemptions granted by local tribunals on account of low category, form unquestionably, as is proven by statistics of the review work, a larger percentage of the total than they should, owing to the fact that many tribunals, either without medical examination or on the advice of the family physician found this an easy way to dispose of the cases. The undisposed of claims are accounted for largely by applications for extensions of time exemptions, which were awaiting disposition before tribunals on November 11, 1918, together with cases of men of the 20-22 Class which were scheduled before tribunals at the time of the cancellation of their exemptions and for which reason the tribunals did not render any decisions.

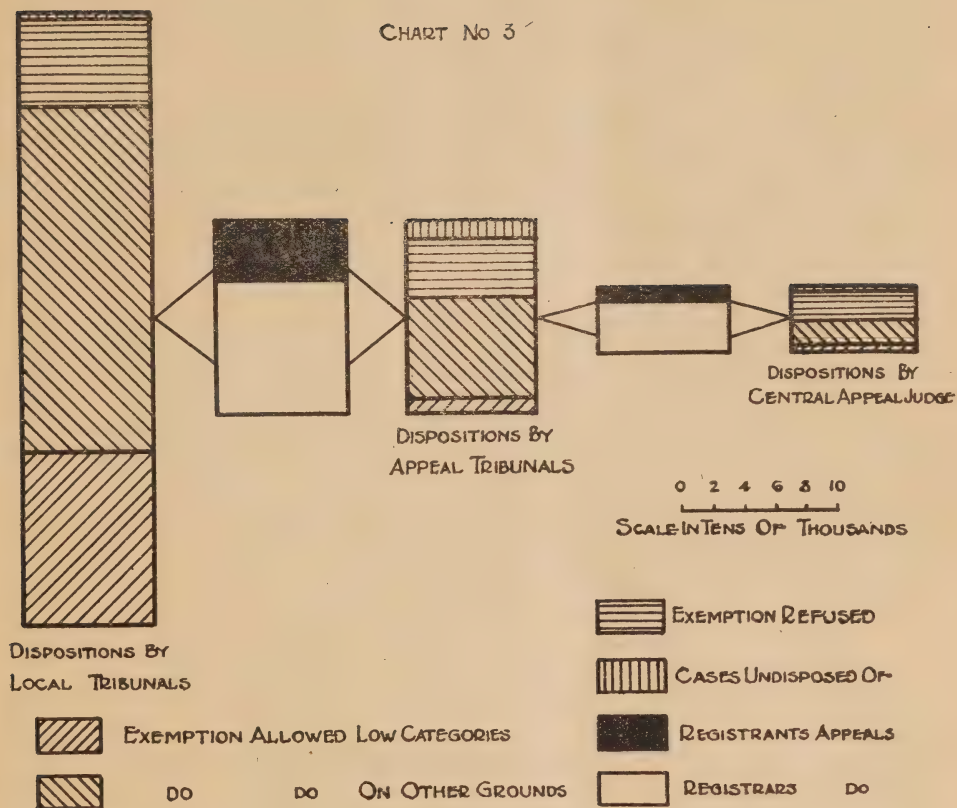
Of those cases which were taken from the local tribunals to the appeal tribunals or from appeal tribunals to the Central Appeal Judge distinction is made in chart 3 according as the appeal was taken by the claimant or the registrar, and the decisions of each such type of appeal are shown as allowed, disallowed, or undisposed of. The number of men made available for military service as an immediate consequence of unappealed decisions of the appeal tribunals or the Central Appeal Judge under the original operations are shown as for local tribunals in chart 4 and those under review in chart 11.

The following table, which is taken from table 3, Part III, contains the statistical information from which chart 3 was drawn.

Local Tribunals' Decisions.					Appeals to Appeal Tribunals.	
Scheduled.	Allowed low categories.	Allowed other grounds.	Disallowed.	Undisposed of.	By Registrants.	By Registrars.
395,162	112,625	222,364	56,991	3,182	37,587	82,861
Appeal Tribunals' Decisions.					Appeals to Central Appeal Judge.	
Scheduled.	Allowed low categories.	Allowed other grounds.	Disallowed.	Undisposed of.	By Registrants.	By Registrars.
120,448	8,433	65,244	36,781	9,990	9,080	33,220
Central Appeal Judge's Decisions.						
Scheduled. ¹	Allowed low categories.	Allowed other grounds.	Disallowed.	Undisposed of.		
42,300	369	17,140	20,240	4,551		

(¹) See note (1), table 3, Part III.

CHART No 3



ALL CASES SCHEDULED
TO THE
THREE TRIBUNALS

IV.—UNAPPEALED ORIGINAL DECISIONS OF THE THREE TRIBUNAL COURTS.

The preceding section was concerned with all original dispositions of each case no matter before how many tribunals it was brought, whereas this section is designed to analyse unappealed decisions rendered in each case, exclusive, however, of decisions rendered under the review operations.

On the adjoining page, chart 4 shows the final *unappealed* dispositions, grouped under general headings for the country as a whole, of all claims for exemption scheduled under the original operations to each of the three tribunal courts, and in tables 4, 5 and 6, Part III, the detailed disposition of these cases is given by registrars' districts and under headings representing practically all grounds upon which exemption was granted.

In chart 4 within the column headed "Unappealed local tribunals' decisions" are shown only those cases in which no appeals were taken under the original operations to the appeal tribunals or the Central Appeal Judge; under "Unappealed appeal tribunals' decisions" are shown only those decisions appealed from the local tribunals, but from which no Central Appeals were taken; and under "Central Appeal Judge decisions" are shown all decisions given by the Central Appeal Judge in cases which had been scheduled to him under the original operations from the local and appeal tribunals.

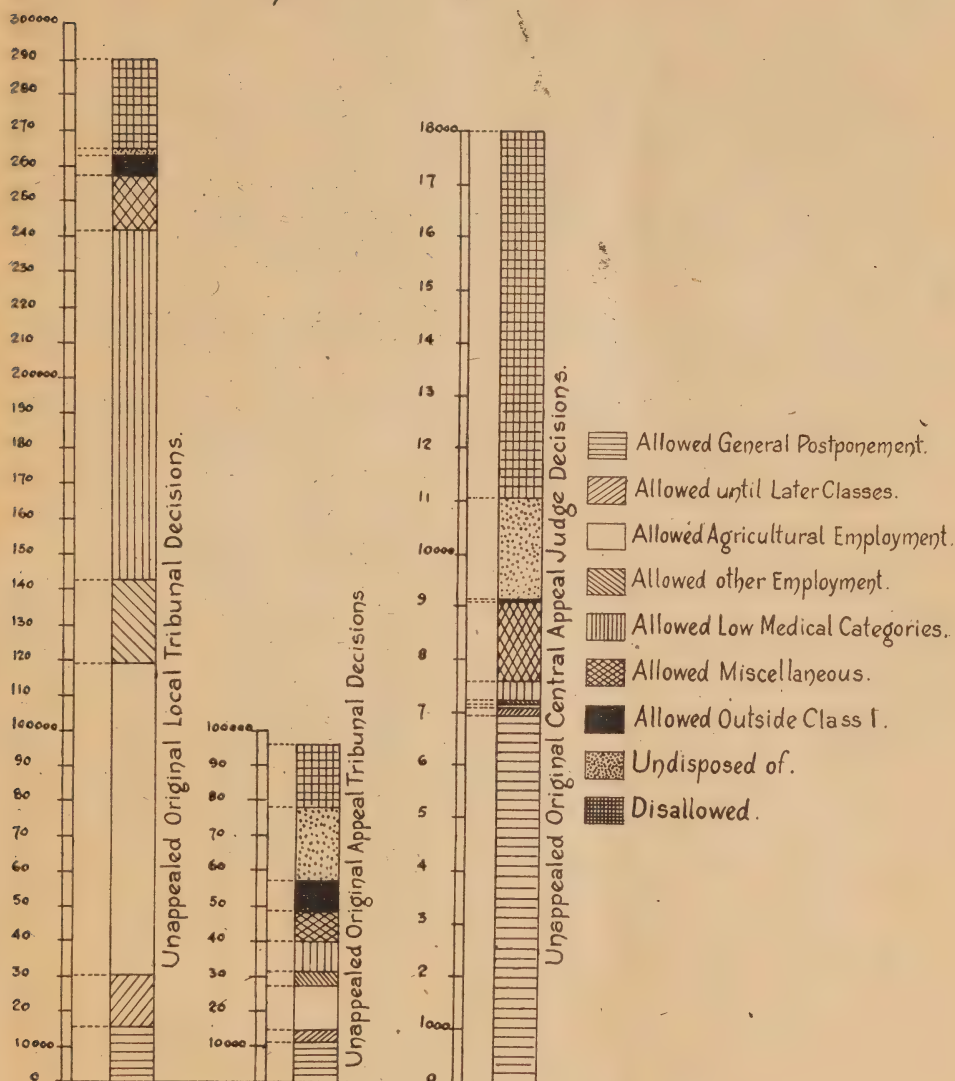
Horizontal sections of each of the columns composing chart 4 represent the numbers of final decisions rendered by each Court on the grounds stated in the chart; these sections are drawn to scale and the decisions represented by each section is shown in the legend on the chart. It will be clearly seen from this chart that a large percentage of the total cases disposed of, without appeal being taken before the review operation, consisted of claims granted on the grounds of low medical category and agricultural occupations.

The table herewith given, which is an abridgement of tables 4, 5 and 6, Part III, gives the statistical summary from which chart 4 was constructed.

Disposition of Claims.	Local Tribunals.	Appeal Tribunals.	Central Appeal Judge.	Totals.
Allowed general postponment.....	15,802	11,301	6,956	34,059
Allowed until later classes.....	14,917	3,260	175	18,352
Allowed agricultural employment.....	88,330	12,360	21	100,711
Allowed other employments.....	23,656	3,744	63	27,463
Allowed low medical categories.....	98,998	8,629	374	108,001
Allowed miscellaneous.....	15,334	8,733	1,524	25,591
Allowed outside Class I.....	5,588	819	33	6,440
Undisposed of.....	2,001	2,145	1,936	6,082
Disallowed.....	25,512	17,501	6,917	49,930
Totals.....	290,138	68,492	17,999	376,629

Unappealed Original Decisions.

Chart N° 4.



Unappealed Original Decisions of the Three
Tribunals.

V.—EXEMPTIONS FINALLY REFUSED BY THE THREE TRIBUNAL COURTS UNDER ORIGINAL OPERATIONS.

Under the original disposition of claims for exemption, described in the preceding section, there were a certain number of men whose exemptions were refused, who entered no appeal and who were consequently made available for military service. It is the purpose of chart 5 on the opposite page to analyse by provinces these results of the three tribunal courts under the original operations.

It must be emphasized that the results shown, i.e., the number of men refused exemption without appeal, consist only of the total obtained under the *original* disposition of claims for exemption and do not include any men refused exemption under the important review operations, which are given in chart 11.

It will be further observed that chart 5 draws no comparison between provinces as to the number of men made available by the original operations, such percentage comparisons being given in chart 6; but it does show the actual number of men in each province who were finally made available by each tribunal court under the original operations.

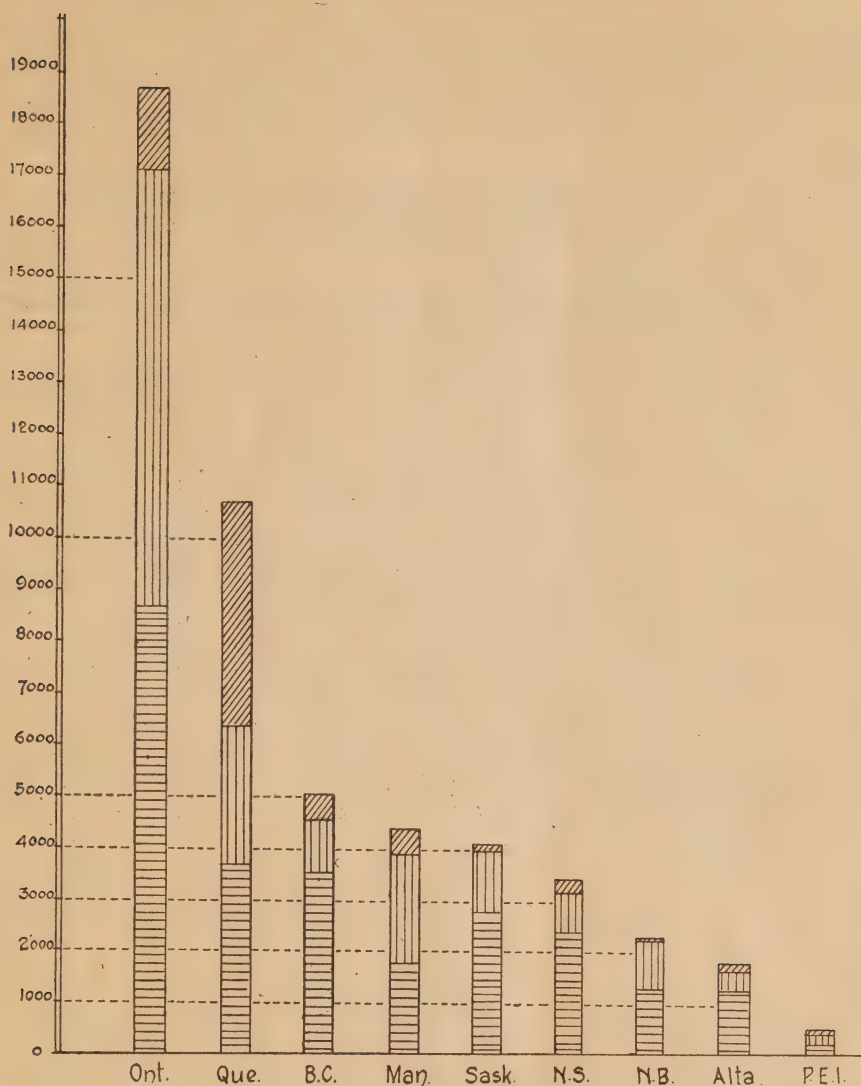
It may be well to observe that many men shown in chart 5 were not made available under the original operations until a considerable time after April 20, 1918, when the 20-22 Class was called.




There follows a table giving, by provinces, the actual number of men made available for military service by the three tribunal courts under the original operations.

Province.	Local Tribunals.	Appeal Tribunals.	Central Appeal Judge.	Totals.
Ontario.....	8,687	8,386	1,576	18,649
Quebec.....	3,681	2,697	4,313	10,691
Saskatchewan.....	2,777	1,155	159	4,091
Alberta.....	1,226	339	143	1,708
Nova Scotia.....	2,378	746	266	3,390
Manitoba.....	1,766	2,113	208	4,087
British Columbia.....	3,516	989	116	4,621
New Brunswick.....	1,289	913	49	2,251
Prince Edward Island.....	192	163	87	442
Totals.....	25,512	17,501	6,917	49,930

Exemptions finally refused under Original Operation.

Chart N° 5.



-  Number made available by Central Appeal Court's Original Decision.
 Number made available by Appeal Tribunal's Original Decision
 Number made available by Local Tribunal's Original Decision



Exemptions finally refused under
Original Operations

VI.—PERCENTAGE OF ORIGINAL CLAIMS FINALLY REFUSED EXEMPTION TO TOTAL CLAIMS SCHEDULED.

When considering results relative to the securing of soldiers under the original disposition of claims for exemption, one naturally desires to compare them province by province, and as each province varies greatly in population, such comparison may only be arrived at by comparing the percentages of men finally refused exemption under the original operations to the total number scheduled before the various exemption tribunals.

It should be noted even then that such comparison is apt to be misleading as it takes no account of the agricultural and industrial conditions of the provinces, which might properly necessitate a very much smaller percentage of men made available as soldiers in one province than in another.

On the opposite page appears chart 6, which shows the standing of each province relative to the percentage results obtained from the refusal of claims before each of the three tribunals under the original operations.

It is worthy of note that those provinces which show poor results through the work of their local tribunals invariably show the best results from the work of their appeal tribunals and the Central Appeal Judge. This, of course, is only natural, as in a case where the local tribunals were extraordinarily lenient the registrar, as a result, appealed the exemption granted and many of these appeals were reversed upon their being heard before appeal tribunals or the Central Appeal Judge.

The figures shown in the bottom column of chart 6 are the percentages of the total exemptions refused by these courts to the total claims scheduled before them; in other words they furnish a composition of the other three columns of chart 6. These percentages, therefore, give the true standing of the provinces in the work of raising soldiers as performed under the original disposition of claims for exemption.

In chart 6, as in the case of chart 5, the figures recorded refer only to the original operations and do not include decisions under the review.

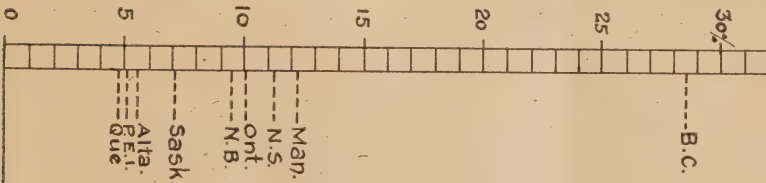
There follows a table showing by provinces the number of cases that were originally scheduled and exemptions refused by the three tribunals courts, as well as the percentages derived therefrom.

Pro- vince.	Local Tribunals.			Appeal Tribunals.			Central Appeal Judge.			All Tribunals.		
	Cases sched- uled.	Exem- ptions refused.	Per- cent- age re- fused.	Cases sched- uled.	Exem- ptions refused.	Per- cent- age re- fused.	Cases sched- uled.	Exem- ptions refused.	Per- cent- age re- fused.	Cases sched- uled.	Exem- ptions refused.	Per- cent- age re- fused.
Ont.....	86,042	8,609	10.1	24,893	8,401	33.7	5,175	1,576	30.4	228,045	18,667	8.2
Que.....	78,017	3,681	4.7	24,863	2,697	10.8	10,533	4,313	40.9	113,413	10,691	9.0
Sask.....	38,983	2,777	7.1	3,955	1,155	29.2	380	159	41.8	43,318	4,091	9.4
Alta.....	21,855	1,226	5.6	3,261	339	10.3	273	143	52.3	25,389	1,708	6.7
N.S.....	20,898	2,378	11.3	2,266	746	32.9	392	266	67.8	23,556	3,390	14.4
Man.....	15,122	1,873	12.3	4,607	2,310	50.1	706	215	30.4	20,435	4,398	21.6
B.C.....	12,319	3,516	28.5	2,397	989	41.2	349	116	33.2	15,065	4,621	30.7
N.B.....	13,380	1,289	9.6	2,078	913	43.9	95	49	51.5	15,553	2,251	14.5
P.E.I....	3,743	192	5.1	385	163	42.3	103	87	84.4	4,231	442	10.4
Total...	290,369	25,632	9.5	67,505	17,713	26.1	18,007	6,924	38.4	375,881	50,299	13.4

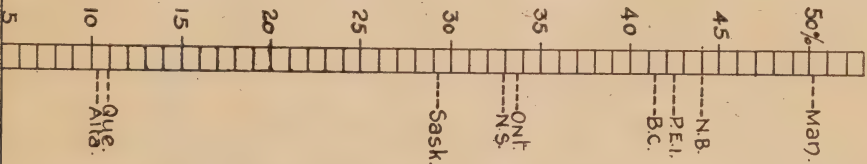
Percentage of Claims finally refused under Original Operations.

Chart N° 6.

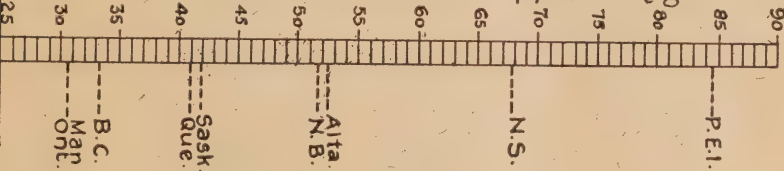
Exemptions Refused by Local Tribunals.



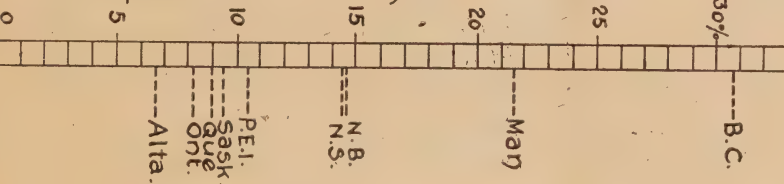
Exemptions Refused by Appeal Tribunals.



Exemptions Refused by Central Appeal Judge



Exemptions Refused by all Tribunals.



Percentage of Original Claims Refused.

VII.—THE 20-22 CLASS.

As has been pointed out in section XI, Part I, the great spring offensive of the enemy, in 1918, prevented the Government from waiting for the ordinary and slow judicial machinery of the Military Service Act to turn out reinforcements, and forced them to adopt desperate measures and to give the Minister of Militia authority to call out for military service men of the ages 20, 21, and 22 years in such order as he might direct, and irrespective of any claims for exemption they might have outstanding.

Chart 7 shows by vertical columns the total number of men of the 20-22 Class who in each province had in effect their exemptions cancelled by the above legislation, together with the net number of such men who were found available for combatant service, such number being shown by the shaded parts of the columns. The remainder, i.e., men of the 20-22 Class in low medical categories are shown at the top of each column by an unshaded section.

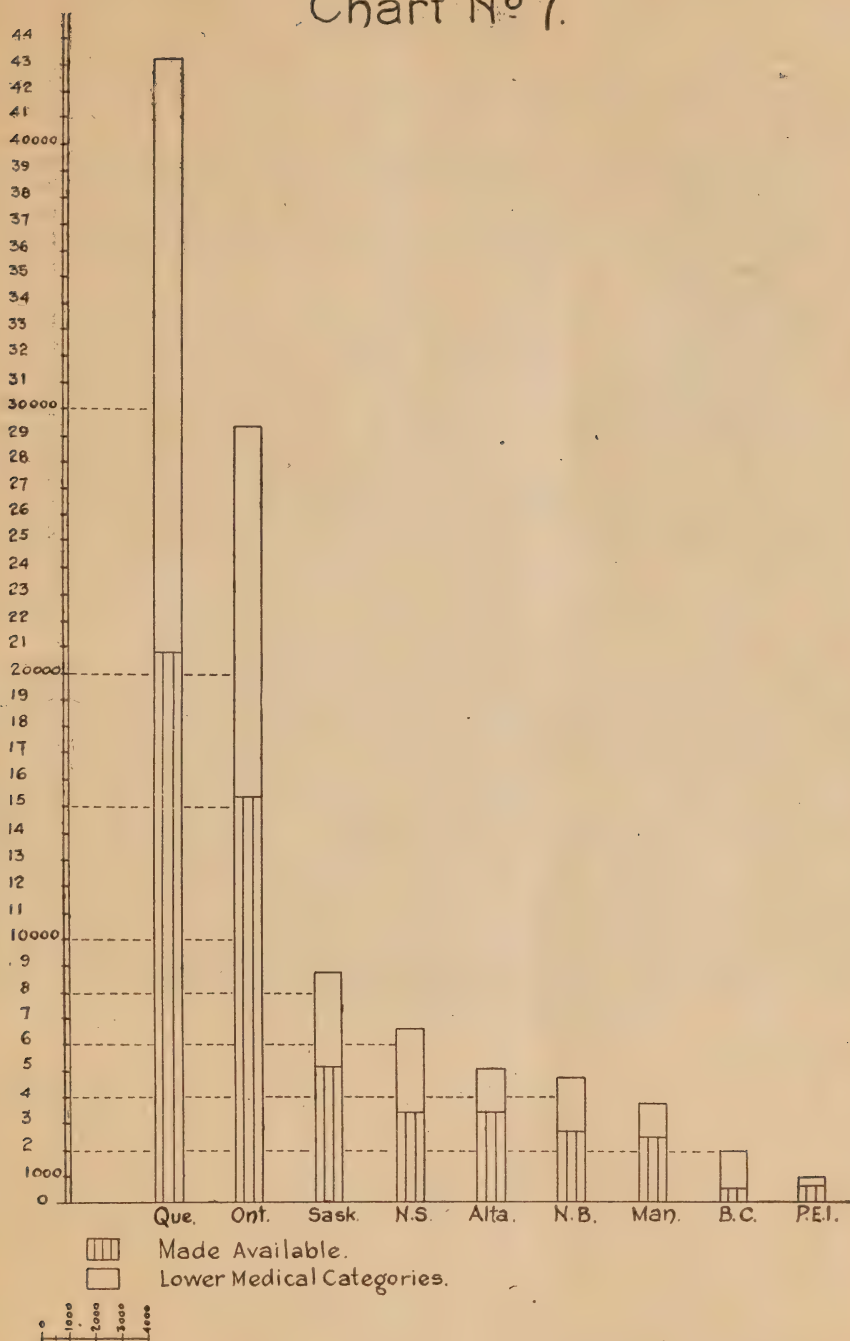
It may be pointed out that there were a large number of men of the ages 20-22 who previous to cancellation of their exemptions had not been medically examined: this, in the majority of cases was on account of men having been granted exemption on essential grounds, it being wrongly felt unnecessary that a medical examination should be required. Upon the cancellation of exemptions of these men they were immediately ordered to report for service and upon arriving at the barracks they were medically examined and if found medically fit they were retained; but if placed in low medical category they were returned to registrars' records, and granted exemption certificates until men in their medical category might be required. In Chart 7 all such men returned to the registrars' records have been added to the white strips, entailing therefore that the black strips represent only those men of the 20-22 Class who were found fit for combatant service and ordered to report.

The following table shows by provinces the number of men of the 20-22 Class whose exemptions were cancelled by the Order in Council and the net number of these who being of an available category were ordered to report.

Province.	Exemptions cancelled.	Called and not returned to Registrar.	Percentage called.
Ontario.....	29,336	15,355	52.3
Quebec.....	43,290	20,884	48.2
Saskatchewan.....	8,726	5,134	58.8
Alberta.....	5,071	3,338	65.8
Nova Scotia.....	6,557	3,360	51.2
Manitoba.....	3,635	1,954	53.7
British Columbia.....	1,879	450	23.9
New Brunswick.....	4,615	2,687	58.2
Prince Edward Island.....	971	487	50.1
Total.....	104,080	53,649	50.3

The 20-22 Class.

Chart No 7.



The 20-22 Class.

VIII.—COMPARISON OF REGISTRATION OF FARMERS TO TOTAL REGISTRATION.

Canada being largely an agricultural country it is of interest to compare the position of farmers under the Military Service Act to that of all other registrants combined.

Chart 8 shows clearly, by means of blocks drawn to scale, the percentage of the total number of Class I registrants who claimed to be farmers, distinction being made between those registered who signed reports for service and those who signed claims for exemption. It will be observed that about 18 per cent of the total reports for service men were farmers, which class, however, furnished about 43 per cent of those claiming exemption.

This chart is not meant to cast obloquy on the attitude of farmers as to their obligations under the Act, but rather to emphasize the great difficulties imposed on our organization to secure soldiers, because of the fact that such a very large percentage of our total registration was farmers, who had been properly told if they were in fact bona fide farmers furnishing an excess of production, their greatest service in the national interest would be, at least until the military situation became more desperate, to remain on their farms: in other words the fact that 41 per cent of our registration, i.e., 166,484 men claimed to be farmers, and as such should not be disturbed, together with the fact that 82,264 other registrants were of lower medical category than "B", placed a very heavy task on the registrars under the Military Service Act to secure the proper number of reinforcements for our Overseas Forces, and they deserve considerable credit that they were entirely equal to this task, until the great spring emergency arose, without going outside of Class I.

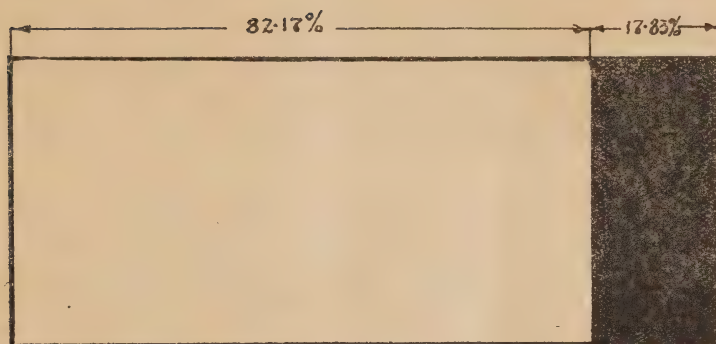
There follows herewith a table showing the registration of farmers who signed reports for service or claims for exemption as compared with the registration of Class I men belonging to other industries or professions.

Registrants.	Registration.	Percentage of total registration.	Reports for service.	Percentage of total reports for service.	Claims for exemption.	Percentage ¹ of total claims for exemption.
Farmers.....	166,484	41.42	4,503	17.83	161,981	43.01
Others.....	235,398	58.58	20,750	82.17	214,648	56.99

(¹) Percentages on Chart should be 43.01 and 56.99 instead of 42.90 and 57.10.

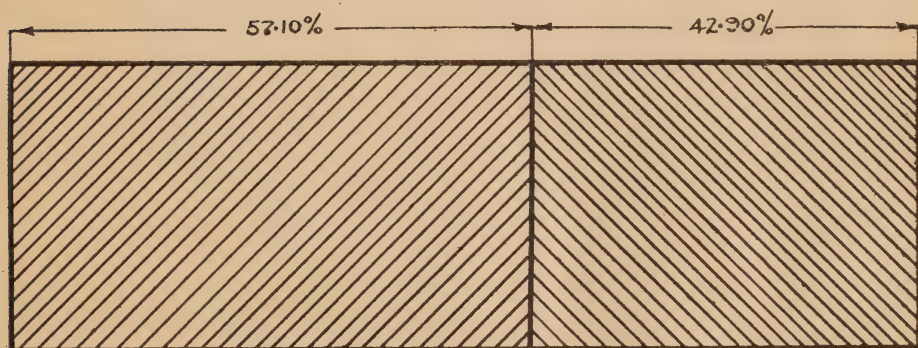
Class I Registration—Farmers and Others.

CHART No 8







REPORTS FOR SERVICE

0 1 2 3 4 5 6
SCALE IN THOUSANDS



CLAIMS ~ FOR ~ EXEMPTION

0 1 2 3 4 5 6 7
SCALE IN TEN THOUSANDS

- | | |
|--|---|
|  | FARMERS WHO SIGNED REPORTS FOR SERVICE |
|  | OTHERS DO DO DO DO DO |
|  | FARMERS WHO SIGNED CLAIMS FOR EXEMPTION |
|  | OTHERS DO DO DO DO DO |

REGISTRATION OF
CLASS 1 FARMERS & OTHERS

IX.—EXEMPTION ON AGRICULTURAL GROUNDS.

It is of interest to carry a step further the comparison of the treatment under the Military Service Act of agriculture and other industries. Such comparison shows, that even taking into consideration the cancellation of all exemptions of the 20-22 Class and the consequent ordering to report of many thousand farmers who had been exempted without medical examination and who, upon reporting, were found to be in low medical categories and hence immediately returned to the registrar's records, and leaving out of consideration the very large number of farmers mentioned in section XI, Part I, who were given harvest and compassionate leave and thereby in most cases left on their farms, our tribunals were fully alive to the vital necessity in the national interest of keeping, as far as possible, the agricultural industry undisturbed.

Chart 9 shows, first of all, that under tribunal operations only 13 per cent of those claiming exemption as farmers were refused exemption, and, moreover, our records show that the majority of these men were denied exemption as farmers because their claims were found not to be bona fide, the claimants hailing from every other industry and profession except that of agriculture. The chart, moreover, shows that on account probably of physical fitness no less than 71 per cent of men claiming exemption as farmers were granted exemption on occupational grounds as compared with 48 per cent of other claimants for exemption. Of this 71 per cent granted exemption because of their engagement in agriculture, 26 per cent being members of the 20-22 Class, had their exemptions cancelled, leaving, therefore, 45 per cent of physically fit farmers to enjoy their exemption as such.

Chart 9 also gives by parallel figures a similar and interesting analysis of the final disposition of men originally granted exemption on grounds other than that of agriculture, showing only 11 per cent as having their exemptions cancelled as members of the 20-22 Class, and leaving finally 37 per cent of physically fit men exempted on grounds other than agricultural.

It may be noted finally that this chart shows that the cancellation of exemptions fell heavily on farmers as a class because young men of the ages 20 to 22 years who were physically fit and not farmers had, as a general rule, already been made available.

FARMERS WHO CLAIMED EXEMPTION.

Exemption claims.		Disposition of claims.			Classification allowed claims.				
Claims.	Per centage total claims.	Allowed.	Per centage farmer claims.	Refused.	Per centage farmer claims.	Low categories.	Per centage farmer claims.	Other grounds.	Per centage farmer claims.
161,981	43	141,532	87	20,449	13	26,855	16	114,677	71

FARMERS WHO CLAIMED EXEMPTION.—*Con.*

OTHERS WHO CLAIMED EXEMPTION.

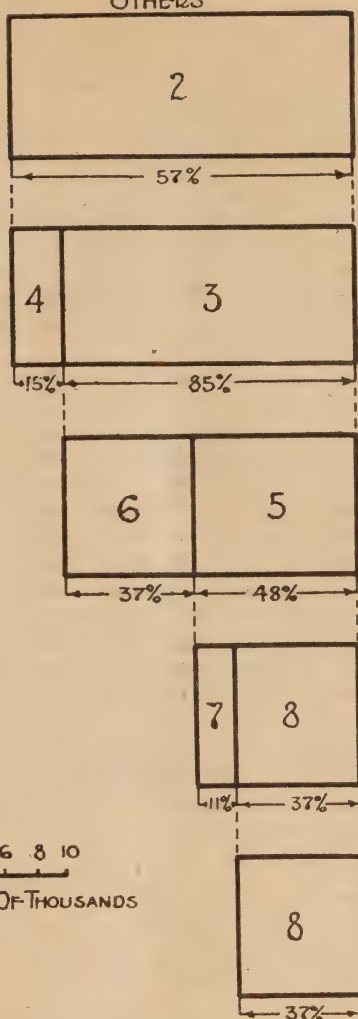
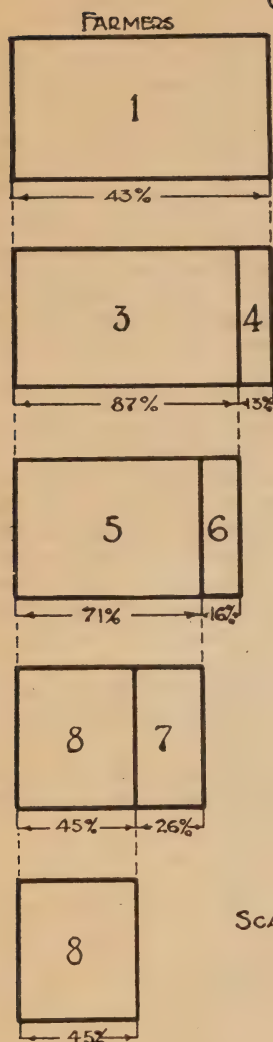
Cancellation 20-22 Class.				Exemption claims.		Disposition of claims.			
Exemption cancelled.	Per centage farmer claims.	Exemptions continued.	Per centage farmer claims.	Claims.	Per centage total claims.	Allowed.	Percentage non-farmer claims.	Refused.	Percentage non-farmer claims.
41,852	26	72,825	45	214,648	57	182,769	85	31,879	15

OTHERS WHO CLAIMED EXEMPTIONS.—*Con.*

Classification allowed claims.				Cancellation 20-22 Class.			
Low categories.	Percentage non-farmer claims.	Other grounds.	Percentage non-farmer claims.	Exemptions cancelled.	Percentage non-farmer claims.	Exemptions continued.	Percentage non-farmer claims.
80,107	37	102,662	48	23,758	11	78,904	37

Exemptions as Farmers.

CHART No 9



0 2 4 6 8 10

SCALE IN TENS OF THOUSANDS

1 FARMERS CLAIMING EXEMPTION

5 EXEMPTIONS ALLOWED OCCUPATION

2 OTHERS DO DO

6 DO DO MEDICAL CATEGORY

3 EXEMPTION ALLOWED

7 DO CANCELLED 20-22 CLASS

4 DO REFUSED

8 OCCUPATIONAL EXEMPTIONS CONTINUING

EXEMPTIONS AS FARMERS

X.—THE 19-CLASS REGISTRATION AND ENLISTMENTS.

As has been pointed out in section X, Part I, at the time of the cancellation of the 20-22 Class exemptions the Government decided that there must be available for call a further reserve of men distinct from those of Class I who had already registered, as it was feared that the cancellation of the 20-22 Class exemptions and the number of men who would be further made available in Class I might not in themselves produce large enough reinforcements, seeing that the worst fighting of the war was at that time taking place and with no signs of an approaching successful close of hostilities.

There issued, therefore, on May 6, 1918, a Royal Proclamation calling upon all unmarried Canadians, nineteen years of age, together with those who had arrived at the age of twenty since October 13, 1917, as well as widowers without children of said ages, to register under the Military Service Act. Provision was also made at this time for the future registration of all men of similar status who might become nineteen years of age after May 6.

On the opposite page may be seen chart 10 showing the total registration of this 19-Class according to provinces, i.e., including all men of the 19-Class who registered in accordance with the proclamation of May 6, 1918, up to November 11, 1918.

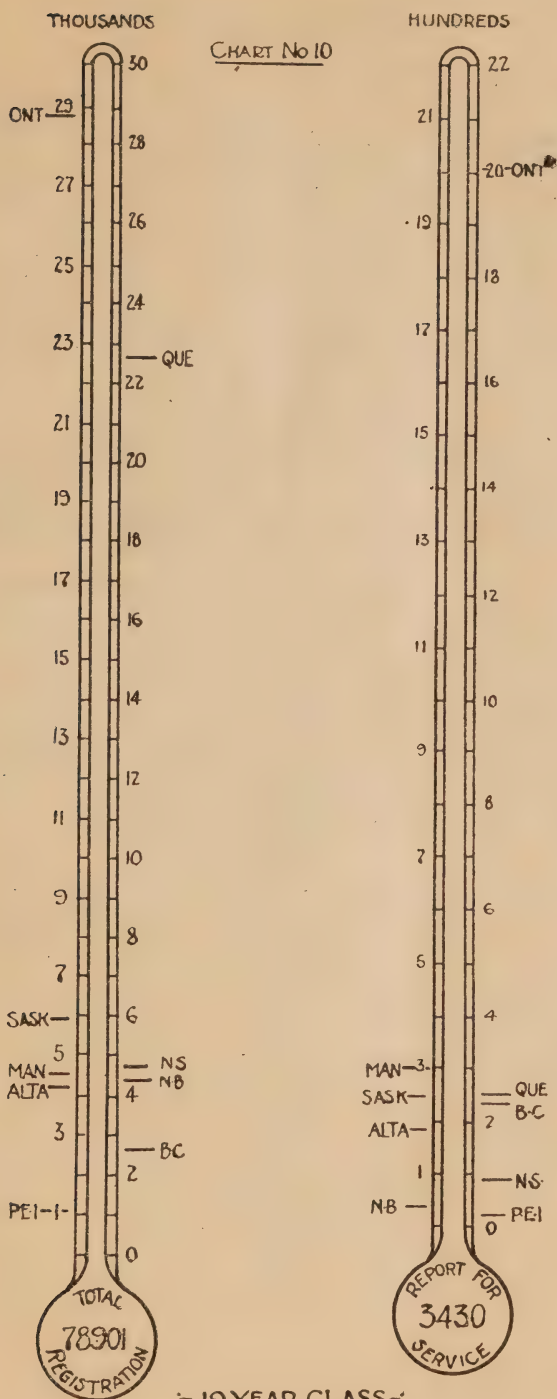
Although men of the 19-Class were ordered to register, they were never called upon for service, because as has been pointed out shortly after their first registration took place the situation of the Allied armies became greatly improved, and it was seen that the reinforcements being secured under the review operations of the Military Service Act were going to prove sufficient. There were some 19-Class registrants, however, who voluntarily reported for service in the Canadian Expeditionary Force and these enlistments within the 19-Class are also shown in chart 10 according to provinces. It may be pointed out that these enlistments constitute a very good indication of the volunteer spirit of the different sections of the country after four years of war, because they came from a class whose compulsory call to the colours was apt not to be very early.

It will be observed from the following table giving figures relative to the registration and enlistments of this class, that in percentage of enlistments to registration the leading provinces in order were British Columbia and Ontario.

Province.	Ont.	Que.	Sask.	N.S.	Man.	N.B.	Alta.	B.C.	P.E.I.	Totals.
Registration.....	28,711	22,656	5,932	4,702	4,544	4,403	4,228	2,630	1,095	78,901
Enlistments.....	2,085	250	247	88	297	31	180	232	20	3,430
Percentage enlistments.....	7.3	1.1	4.2	1.9	6.5	0.7	4.2	8.8	1.8	4.3

The 19 Class.

CHART No 10



XI.—THE WORK OF REVIEW.

It was recognized by the Military Service Branch that by the completion of the disposition of cases under the original hearings the tribunals had not exhausted all available means for producing men for the Army from among those Class I registrants who claimed exemption. It was felt by all registrars that there were many men who were granted exemption, whose grounds for holding such exemption were invalid and in other cases it was thought that investigation would show that the reasons for granting the exemptions in the first place were no longer existent.

As has been explained, therefore, in section IX, Part I, the Military Service Branch in the latter part of January, 1918, instructed all registrars under the Military Service Act to begin investigations of the files of all men granted exemptions, it being the duty of the new district public representative to prosecute such review operations. All men granted exemptions were in the first place questionnaired, as well as many of their employers, and it was through this system of questionnairing to a large extent that the splendid results of the review operations were obtained, for from the questionnaires the district public representatives were able to obtain complete information in regard to the conditions under which each registrant held his exemption and from this information it was quite easy for the registrar to satisfy himself as to whether the grounds upon which the men were granted exemption were sufficient for the exemption to continue.

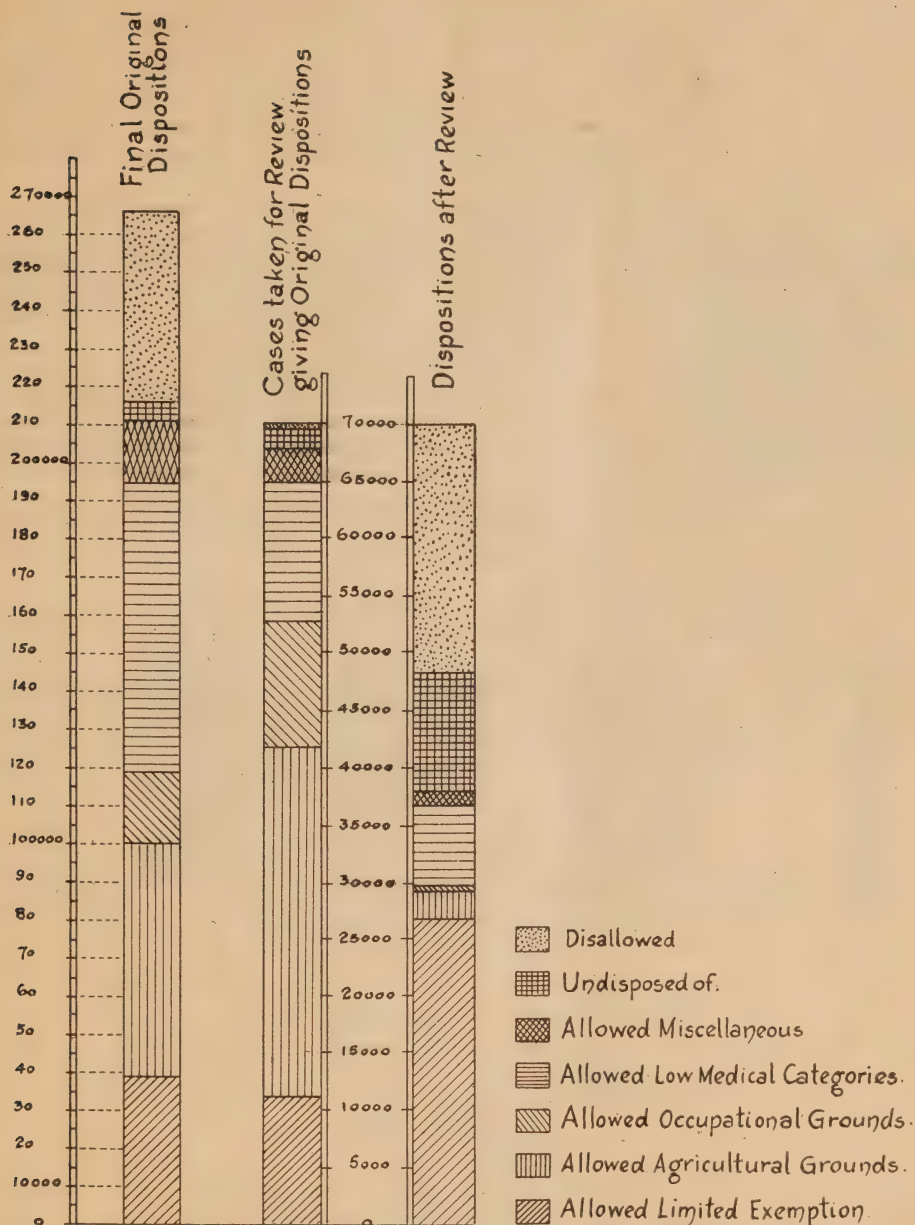
Chart 11 on the opposite page shows by vertical columns, first the results obtained under the original operations, second the numbers of each class of exemptions taken for review, and third the disposition of these reviews. From this chart it can easily be seen that from the standpoint of obtaining soldiers, the review operations were a complete success and moreover, as has been stated before, these operations were just at their height at the time the armistice was signed.

There follows herewith a table giving a statistical comparison between the disposition of cases before and after review, which is summarized from table 15, Part III.

Classification of dispositions.	Final original dispositions.	Cases taken for review giving original dispositions.	Disposi- tions after review.
Allowed limited time exemption.....	39,291	11,090	26,688
Allowed agricultural grounds.....	67,426	30,469	2,372
Allowed occupational grounds.....	18,340	11,322	440
Allowed low medical categories.....	76,480	12,072	7,161
Allowed miscellaneous.....	16,098	2,975	1,234
Undisposed of.....	4,915	1,549	10,398
Disallowed.....	49,930	494	21,678
Total.....	272,480	69,971	69,971

The Review of Exemptions.

Chart N° II.



The Review of Exemptions.

XII.—MEDICAL RE-EXAMINATIONS.

As mentioned in section IX, Part I, there was inaugurated in every registrar's office in connection with the review of exemptions a stringent scrutiny by expert medical officers of all medical history sheets of Class 1 men who had been placed in low medical categories under the original medical examinations, it being justifiably felt that a large number of registrants who were originally placed in a lower category than "A" by local medical boards might, if re-examined by the expert physicians constituting the Medical Boards of Review, be found to have no serious complaints that would unfit them for military service.

To realize the excellent results obtained from these medical re-examinations, one has only to refer to chart 12 on the opposite page, which shows the number of men who were taken for medical re-examination, giving their medical categories before and after such re-examination, and it will be seen from this chart that for the country as a whole no less than 39 per cent of the men of low or unexamined categories were raised upon re-examination to an available category, i.e., to "A" or "B."

It will be seen from the lower column of the chart, which shows the categories after re-examination, that large numbers of category "E" men were raised upon re-examination to "A" category. This is because so many men were placed in "E" category by local medical boards either on account of suspicions that they had heart failure or symptoms of lung or other organic troubles, or because local conditions made this an easy and popular method of granting exemptions. These cases, however, when appearing before the the Medical Boards of Review, were examined by doctors who were specialists in regard to organic troubles and who could tell at once whether the symptoms were serious or feigned.

An interesting analysis of this chart is made by registrars' districts in table 16, Part III, which analysis shows by districts the relative inaccuracies of the original examinations.

There follows herewith a table showing the numbers of men in each category taken for re-examination, and the categories in which they were placed thereafter, it being understood that "U" category refers to those medically "unexamined" men who for one reason or another had been granted exemption originally without medical examination.

Medical categories before medical re-examination.

Original A.	Original B.	Original C.	Original D.	Original E.	Original U.
1,476	6,081	12,780	4,756	21,435	13,312

Medical categories after medical re-examination.

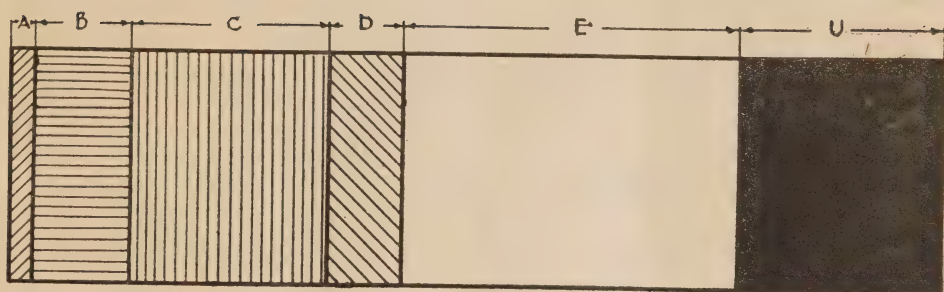
New A.	New B.	New C.	New D.	New E.
17,224	8,206	15,788	1,685	16,937

*Orig. A...	726	Orig. A....	124	Orig. A....	226	Orig. A....	82	Orig. A....	318
" B...	1,796	" B....	2,177	" B....	1,437	" B....	151	" B....	520
" C...	2,802	" C....	1,943	" C....	5,768	" C....	298	" C....	1,969
" D...	1,781	" D....	538	" D....	1,016	" D....	541	" D....	880
" E...	4,074	" E....	1,936	" E....	4,910	" E....	423	" E....	10,092
" U...	6,045	" U....	1,488	" U....	2,431	" U....	190	" U....	3,158

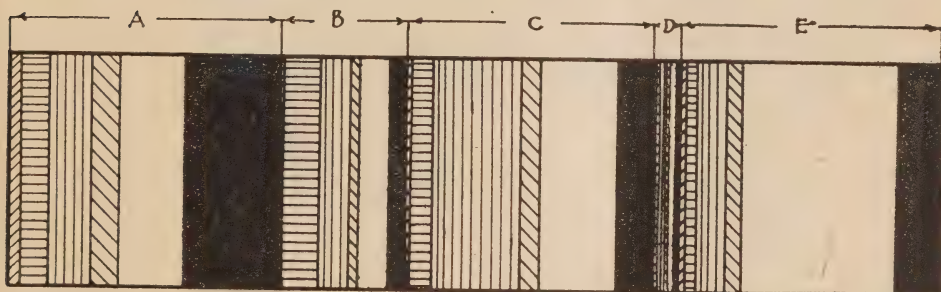
* Orig. means "Original."

Medical Re-examinations.

CHART NO-12:



MEDICAL CATEGORIES BEFORE REEXAMINATION



MEDICAL CATEGORIES AFTER REEXAMINATION



0 2 4 6 8 10
SCALE IN THOUSANDS

MEDICAL-REEXAMINATIONS

XIII.—REGISTRATION OF AMERICANS RESIDENT IN CANADA.

As described in section XII, Part I, the ratification of the British-American Convention on July 30, 1918, necessitated the registration of all United States citizens of the ages 19-44, both inclusive, who had been resident in this country for at least thirty days. This registration took place during the last of September and the first of October and amounted, in toto, to 32,072 men.

Chart 13 on the opposite page shows by sectors of circles the classification of this registration according to the prospective liabilities of the registrants for Canadian military service, it being noted that the radii and not the areas of these circles represent the relative total registrations, whereas the proportionate classifications of such registrations are indicated by the areas of the various sectors.

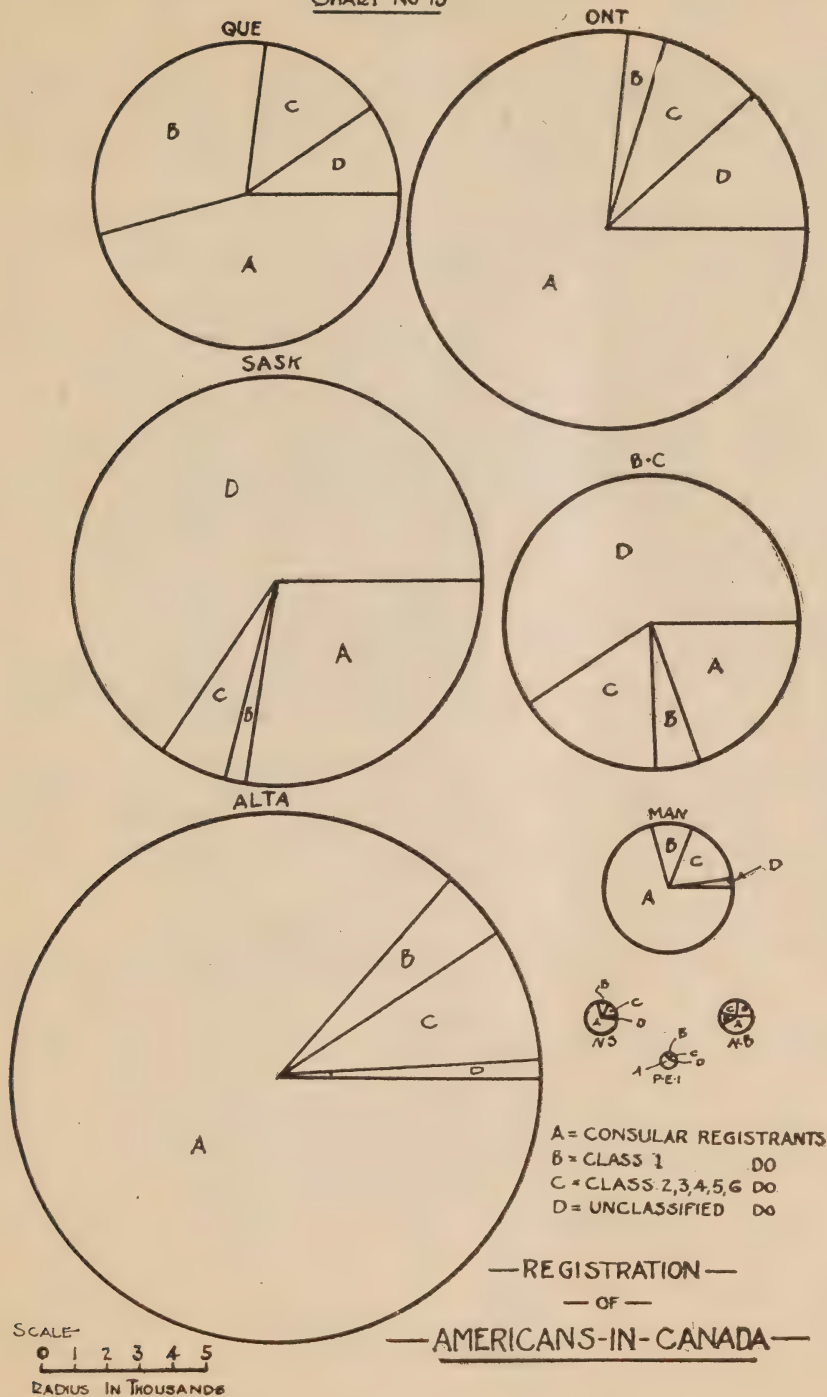
It may be repeated here that American registrants were divided into several main classes: (a) those who had received diplomatic exemption from the American Consul General. As only thirteen Americans in the entire country have been reported to me as receiving diplomatic exemption, this class is grouped in the chart with, (A) those who had enrolled in the Military Forces of the United States by registering with an American Consul, or with a local board in the United States. This class constituting about 77 per cent of the total registration, and thus greatly exceeding all other American registrants combined, was of course immune from military service in Canada; (B) those not falling within either of the above classes, whose age and description brought them within our Class I, inclusive of the 19-Class; (C) those not falling within any one of the above classes, whose ages, etc., brought them within our Classes 2, 3, 4, 5, or 6; and finally (D) those who on November 11, 1918, were unclassified owing to the fact that they had not time to return their questionnaires before hostilities ceased.

The following table, which is a condensation of table 17, Part III, gives the statistics of the American registration for the country as a whole.

Province.	Consular registrants.	Class I report for service.	Class I claim exemption.	Classes 2-6 report for service.	Classes 2-6 claim exemption.	Unclassified.	Totals.
Alberta.....	6,992	23	307	37	630	98	8,087
Saskatchewan.....	1,737	29	58	11	318	4,157	6,310
Ontario.....	4,615	29	184	48	482	761	6,119
Quebec.....	2,131	24	1,391	11	616	426	4,599
British Columbia.....	871	12	207	44	663	2,598	4,395
Manitoba.....	1,668	9	39	7	83	148	1,954
Nova Scotia.....	212	5	26	3	47	7	300
New Brunswick.....	110	1	28	1	59	59	258
P. E. Island.....	36	0	5	1	5	3	50
Totals.....	18,372	132	2,245	163	2,903	8,257	32,072

Americans in Canada.

CHART NO 13



XIV.—DIPLOMATIC EXEMPTION OF CANADIANS RESIDENT IN THE UNITED STATES.

It is of interest to analyse in the graphic form of chart 14 those claims for diplomatic exemption from military service in the United States made by Canadian residents of that country and adjudicated at Ottawa by a representative of the British Ambassador to the United States, which operation has been described in section XII, Part I.

As has been stated, diplomatic exemption could properly be claimed on such very limited grounds as actual military service, clergy, employment in work of Canadian or Imperial national importance, education for work of Canadian or Imperial national importance and physical unfitness.

Moreover, there were a considerable number of Canadians living in the United States who had registered in Canada under the Military Service Act, and whose procedure since that time relative to Canadian military service being regular, were properly enrolled in the military forces of Canada and hence were immune from compulsory military service in the United States; however, to assure their protection against misunderstanding or ignorance of local American officials, an attempt was made to communicate with these men to see if they desired to possess diplomatic exemption and on account of the limited time, some 356 of such cases were scheduled to the diplomatic exemption tribunal; but on account of the fact that no replies were received from the majority of these communications, 323 were decided to have "no claim" and 33 were given diplomatic exemption because of registration under the Military Service Act. It may also be noted that 267 more of these men were not scheduled to the tribunal and hence are not counted at all in the returns.

It may be further noted that in a considerable number of claims scheduled the decision was "no jurisdiction" owing to the fact that the claimants were either too late in registering their claims, or were under or over age, or were not Canadian citizens.

Chart 14 on the opposite page shows clearly the disposition of all claims and pseudo claims for diplomatic exemption that were scheduled to the diplomatic exemption tribunal, it being observed that of the claims actually made, i.e., omitting those scheduled, but either advancing no claims or being withdrawn, about 32 per cent were refused, and 68 per cent were granted.

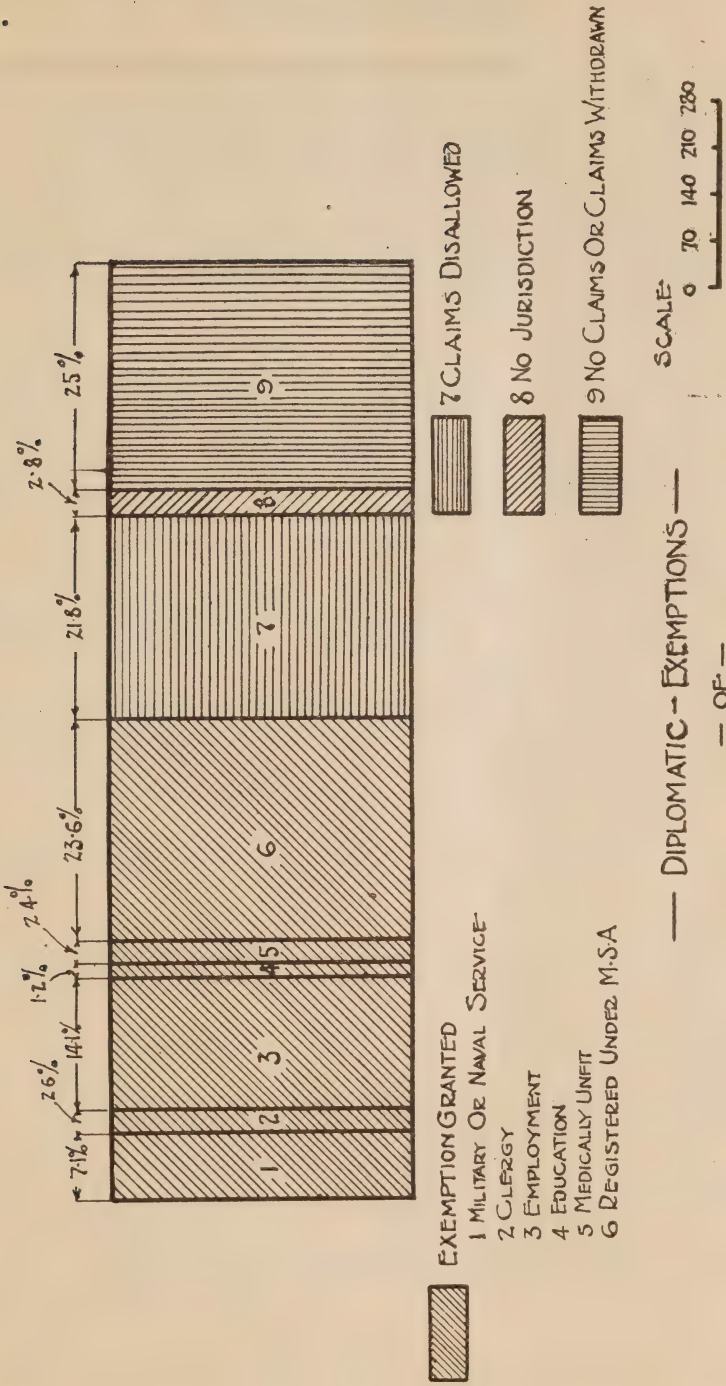
The following table, which is an abridgment of table 18, Part III, gives the data from which chart 14 was constructed.

Total scheduled.	Granted military service.	Granted clergy.	Granted employment.	Granted education.
1,388	98	37	196	17

Granted physically unfit.	Granted registered M.S.A.	Refused.	No jurisdiction.	No claim or withdrawn.
328	33	303	39	337

Canadians in United States.

CHART No 14-



XV.—MEN MADE AVAILABLE FROM CLASS I REGISTRANTS WHO CLAIMED EXEMPTION.

In order to realize the excellent results obtained under the review of outstanding exemptions, one has only to compare the number of men made available for service under the review operations with the number made available under the original disposition of claims for exemption, together with those made available by the cancellation of exemptions of the 20-22 Class.

In chart 15 shown on the opposite page is depicted the comparison referred to above, the entire horizontal column showing the number of men who registered and claimed exemption, the shaded portions showing respectively those made available by original exemptions, the 20-22 Class cancellations, and review; and the unshaded part showing those enjoying exemption on November 11, 1918.

In comparing the results obtained from claimants of exemption by each of the three methods enumerated above, however, it is well to consider that the work of review had just reached its height in the majority of districts at the time of the signing of the armistice and that the material for review had at that time by no means been exhausted; furthermore, that on account of the prevailing epidemic of influenza in the months immediately preceding the signing of the armistice there was very little actual work of review undertaken, as the registrars already had a large surplus of men ready to call up for service, but were unable to order these men to report on account of the restrictions made upon them by the District Military Authorities.

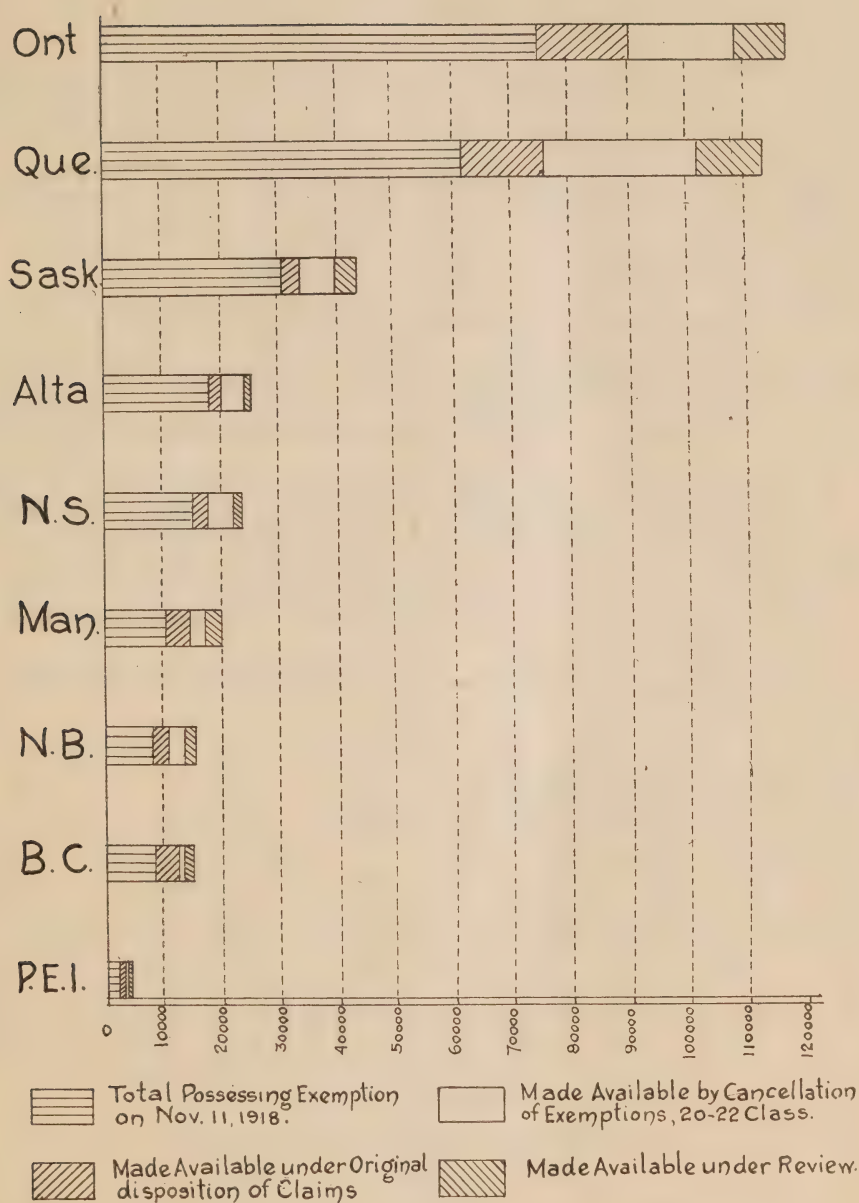
It should be emphasized that the chart on the opposite page only shows those men made available for service from among Class-I men who registered for service and claimed exemption; men made available from those who registered and signed reports for service, from the 19-Class by voluntary enlistment, and from Group-I defaulters apprehended, are therefore not included.

Below is given a table which shows by provinces the numbers of men made available, respectively, by the original disposition of claims for exemption, the cancellation of exemptions of the 20-22-Class, and the review operations.

Disposition.	Ont.	Que.	Sask.	Alta.	N.S.	Man.	B.C.	N.B.	P.E.I.	Totals.
Total possessing exemption, Nov. 11 1918..	74,649	61,439	30,868	18,083	15,346	10,752	8,661	8,461	2,659	230,918
Made available under original disposition of claims.....	15,960	14,210	3,201	1,970	2,655	4,244	4,066	2,422	412	49,140
Made available, 20-22 Class by cancellation of exemptions....	18,188	26,340	5,937	4,224	4,258	2,496	606	2,960	601	65,610
Made available under review...	8,218	11,306	3,312	1,112	1,297	2,632	1,742	1,710	559	31,883
Total registration of claims.....	117,015	113,295	43,318	25,389	23,556	20,124	15,075	15,553	4,231	377,556

Made available from those who claimed exemption.

Chart No 15.



Men made Available from those who Claimed Exemption

XVI.—GROSS TOTAL OF MEN MADE AVAILABLE.

There is perhaps no clearer way to illustrate what has been achieved under the Military Service Act in obtaining reinforcements than by chart 16, shown on the opposite page, which gives the gross number of men made available, i.e., "Available I" defined in section IV, Part I, in the form of a block, the block being divided to show the different means by which men were made available and what percentage these bear to the total.

In explanation of the different sources from which men were obtained as shown by the chart, I would point out that it gives in order the total number of men obtained for reinforcements to the Canadian Expeditionary Force and e.g., such units outside that Force as the Royal Air Force, from among those men who registered and reported for service—this total as explained by chart I, being only a certain percentage of the total number of men who registered and reported for service, on account of the remainder being placed in low medical categories or having had claims for exemption instituted on their behalf; those made available under the original disposition of claims for exemption by the local, appeal and Central Appeal Courts respectively; those made available by the three tribunals collectively under review operations; those obtained from the 19-Class registration through voluntary enlistments; those made available and ordered to report through the cancellation of exemptions of the 20-22-Class, exclusive of medically unexamined men returned at once to registrars' jurisdiction; and those apprehended and placed on military strength as Group I, that is unregistered, defaulters.

The lower block shown in the chart is divided according to the number of men made available in the various provinces. It should be pointed out, however, that this does not represent the standing by provinces of men actually put in uniform, as a certain number of men ordered to report failed to do so, i.e., became Group-III defaulters, and a further number were immediately available for call at the time of the signing of the armistice, but on account of reasons which have already been outlined, had not been ordered to report.

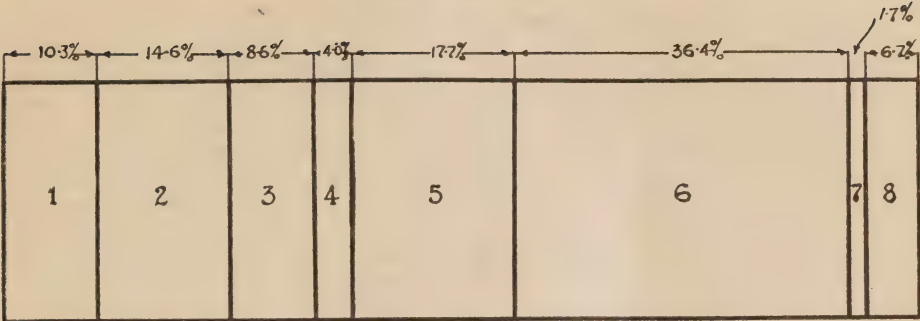
The table below, which is a condensation of table 20, Part III, gives the totals from which chart 16 was constructed.

Signed reports for service and ordered to report or enlisted.	Made available by Local Tribunals and ordered to report or enlisted.	Made available by Appeal Tribunals and ordered to report or enlisted.	Made available by Central Appeal Court and ordered to report or enlisted.	Made available by all Tribunals under review operations.	20-22 Class ordered to report or enlisted.	19. Class enlisted.	Group 1 defaulters taken on strength.		(1) "Available I" made available.
18,028	26,033	16,515	6,952	31,888	65,610	3,272	11,995	.....	179,933
Que.	Ont.	Sask.	Man.	N.S.	Alta.	B.C.	N.B.	P.E.I.	Total.
55,814	55,145	14,863	12,591	11,122	9,871	9,717	9,071	1,739	179,933

(1) Including 7673 Class 1 men who enlisted in units other than those of the C.E.F.

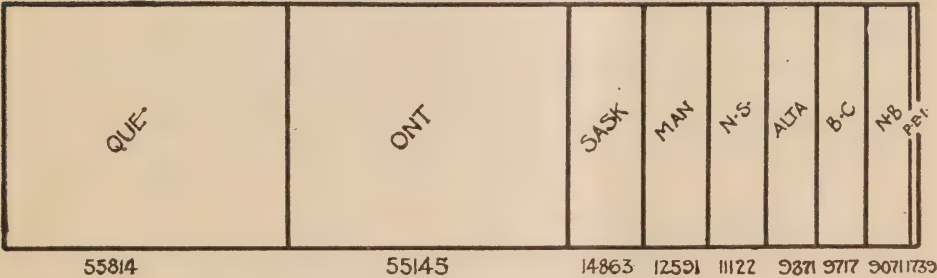
Gross total made available for military service.

CHART No 16



- | | | | |
|---|-------------------------------------|---|---------------------------------|
| 1 | REPORTED FOR SERVICE* | 5 | ALL TRIBUNALS REVIEW OPERATIONS |
| 2 | LOCAL TRIBUNALS ORIGINAL OPERATIONS | 6 | 20-22 CLASS |
| 3 | APPEAL TRIBUNALS DO DO | 7 | ENLISTMENT 19 CLASS |
| 4 | CENTRAL APPEAL JUDGE* DO DO | 8 | GROUP 1 DEFAULTERS |

0 10 20 30
SCALE IN THOUSANDS



GROSS TOTAL
OF
MEN MADE AVAILABLE
179933

XVII.—NET TOTALS OF MEN MADE AVAILABLE.

Chart 16 of the preceding section shows the total number of men made available under the Military Service Act, i.e., "Available I" and gives an accurate idea of the actual efforts put forth by this Branch through its registrars in obtaining recruits for the army.

It will be recalled, however, from section IV, Part I, that of the above total a considerable number though ready on November 11, 1918, for immediate call had as a matter of fact not passed from civil to military jurisdiction; deducting these from "Available I" we arrive at a first net total, "Available II", of men actually placed by the Military Service Act under military control. Of this number, however, some thousands were lowered in category after being in uniform and were returned to the registrars' jurisdiction; although such lowering of category is incident to any military system, it was considered worth while for purposes of comparison to delete these men from "Available II" obtaining thereby "Available III." Finally contained in "Available III" were over 20,000 Group-III defaulters, i.e., draftees who had disobeyed their orders to report and, as a result had, to say the least, actually not helped the military situation of the country; deleting them from "Available III" we had a final net total known as "Available IV", i.e., the number placed in uniform.

On the opposite page, chart 17 shows clearly the numbers and sources of these net totals of men made available, and read in conjunction with chart 16 furnishes a complete description of what the Military Service Act did relative to putting men under military jurisdiction.

It is clear that the upper block of chart 17 is obtained from the block shown in chart 16 by slicing off a section representing the number of men actually made ready for military service, but who had not been ordered to report by November 11, 1918. Similarly, the middle and lower blocks on the chart opposite are obtained from the ones directly above by cutting off, respectively, those men returned to registrar's records who were of available medical category at the time they were ordered and unapprehended Group-III defaulters.

There follows a table condensed from table 21, Part III—which latter gives the figures by registrars' districts—showing the number of men made available as depicted in the chart.

"Available II."	Ordered to Report or Enlisted.	Returned to Registrar's Records.
153,708	137,600	16,108

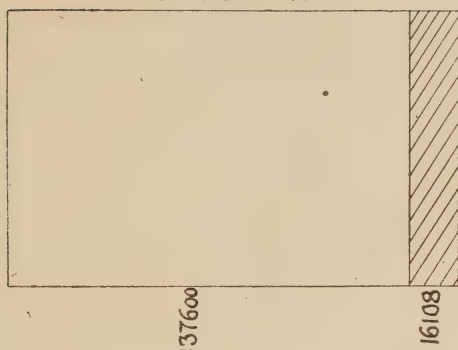
"Available III."	Reported as ordered.	Voluntarily reported.	Group I defaulters apprehended.	Group III defaulters apprehended.	Group III defaulters unapprehended.
137,600	72,608	27,317	10,044	3,492	24,139

"Available IV."	Reported as ordered.	Voluntarily reported.	Group I defaulters apprehended.	Group III defaulters apprehended.
113,461	72,608	27,317	10,044	3,492

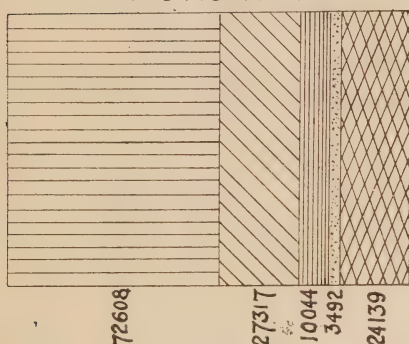
Men made available for military service.

Chart N°17

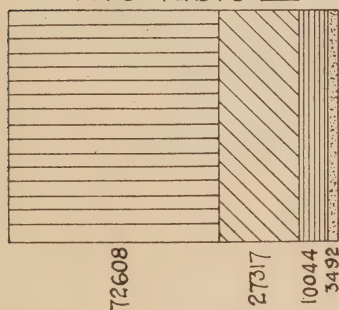
Available II



Available III.



Available IV.

Ordered to Report
or Enlisted.Returned to Regis-
trars records.

Reported as Ordered

Voluntarily Reported
or Enlisted.Group I Defaulters
apprehended and on
strength.Group III Defaulters
apprehended and on
strength.Group III Defaulters
unapprehended.

Men made Available.

XVIII.—MEN MADE AVAILABLE BY PROVINCES PER HUNDRED REGISTRANTS.

One of the most interesting questions relative to the results of the Military Service Act is that of how many men were made available for military service by each province per hundred men registered in Class I, exclusive of the 19-Class, and apprehended Group-I defaulters. Chart 18, on the opposite page, concisely answers this question by means of inserts in each province of the Dominion.

As has been indicated in section IV, Part I, the expression "men made available" is open to a variety of interpretations. The upper figures of the inserts in chart 18 represent the number of "Available I" men per hundred registrants furnished by each province, where it will be recalled that "Available I" covers all men actually made available for military service by this organization up to November 11, 1918. These figures, however, are more or less misleading when used as the basis of a comparison by provinces of results obtained under the Act, as some provinces furnished a relatively large number of unapprehended defaulters. With this in mind, therefore, the lower figures in the inserts represent the number of "Available I" men exclusive of unapprehended Group-III defaulters made available per hundred registrants and hence represents pretty accurately the relative merits of each province from the standpoint of obtaining soldiers.

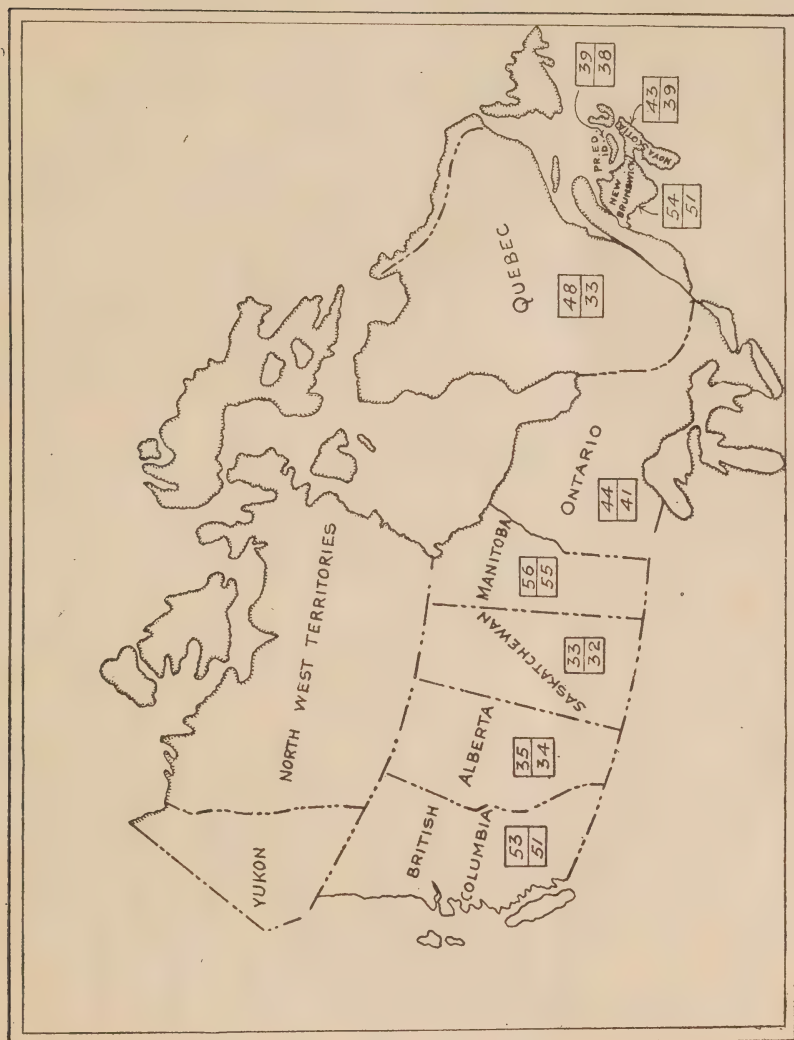
It will be noted that the banner provinces in both the total and actual number of men made available per hundred registrants are Manitoba and New Brunswick. Moreover, this chart emphasizes the defaulter situation in the province of Quebec, as it will be observed that whereas that province ranks fourth in the ratio of total men made available, it ranks eighth in the number *actually* made available, i.e., those who did not default their orders.

There follows herewith a table from which this chart was constructed.

Province.	Ont.	Que.	Sask.	Alta.	N.S.	Man.	B.C.	N.B.	P.E.I.	Total.
Registrations....	124,965	115,602	45,536	28,076	25,616	22,515	18,169	16,902	4,501	401,882
Gross total made available.....	55,145	55,814	14,863	9,871	11,122	12,591	9,717	9,071	1,739	179,933
Gross total made available per 100 registrants.....	44	48	33	35	43	56	53	54	39	45
Net total made available.....	52,010	37,920	14,349	9,589	9,911	12,281	9,304	8,699	1,731	155,794
Net total made available per 100 registrants..	41	33	32	34	39	55	51	51	38	39

Number made available per 100 registrants.

Chart No 18



Men made Available per hundred.

Total.

Net.

XIX—FINAL MEDICAL CATEGORIES AND MEN MADE AVAILABLE.

On the opposite page appears chart 19, showing by provinces the last medical categories of all Class I men who registered under the Military Service Act, and also the number of Class I men made available for military service from each province. The comparison made in this chart is designed graphically to depict how thoroughly the Military Service Act sifted out for military service all registrants who were physically fit.

It should be noted that in each province a considerable number of men were never medically examined by registrars' orders. This was caused in the first place by men having their claims for exemption disposed of without a medical examination on grounds outside of medical category. In the majority of cases this occurred in regard to farmers, who were granted exemption on account of occupation, and these men were not even at a later date ordered by the registrars for medical examination on account of their being employed in an industry which was left immune as far as possible.

In regard to the remainder of men shown on registrars' records as medically unexamined, they are composed largely of men from the 20-22-Class, who up to the time of cancellations of exemptions, had received no medical examination. These men were ordered to report direct to depot battalions and were there examined. If found medically fit for combatant service they were accepted and placed in the army. If found unfit they were returned at once to the registrar's records and have nowhere in this report been shown as made available.

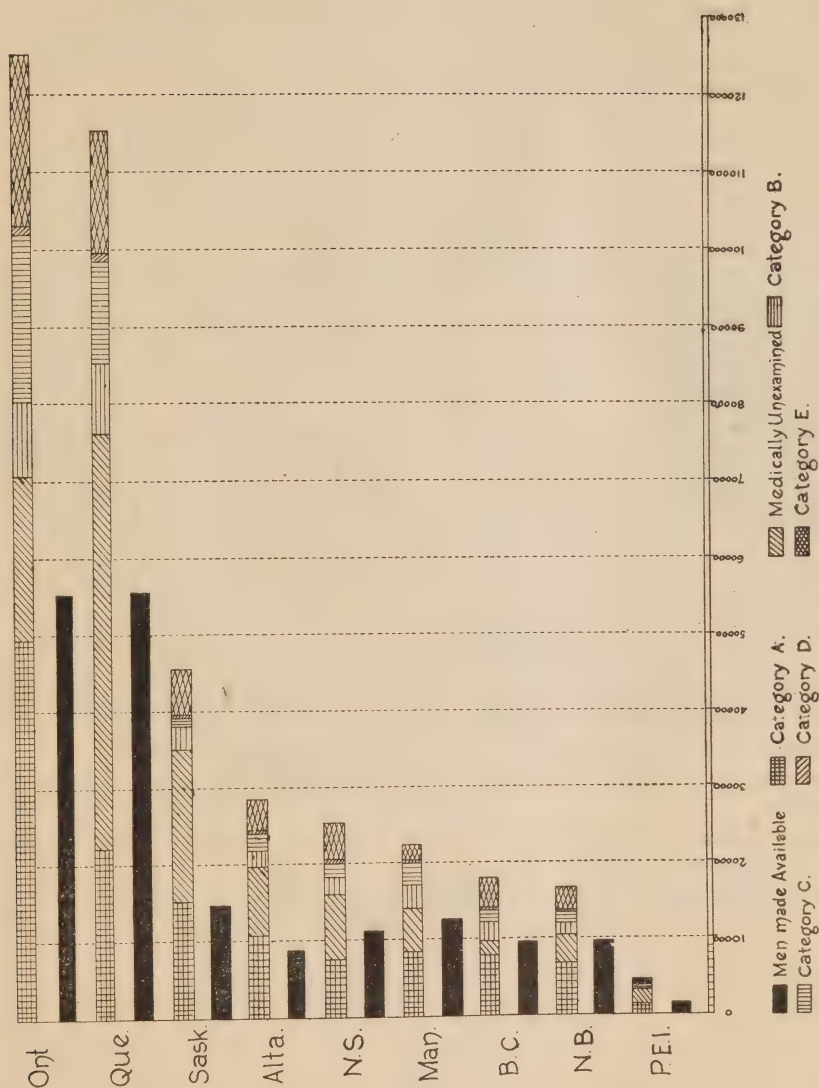
On account of these originally unexamined men, the black strips on the chart which show the number made available, may in some instances be greater than the total category "A" men shown. This will, of course, mean that a large number of the unexamined men were of the 20-22-Class and were ordered to report for duty without medical examination and upon so reporting were placed in an available category.

The following table, based on table 22, Part III, shows the results of medical examinations from which chart 19 was drawn.

Province.	Ont.	Que.	Sask.	Alta.	N.S.	Man.	B.C.	N.B.	P.E.I.
Men made available.....	55,145	55,814	14,863	9,871	11,122	12,591	9,717	9,071	1,739
Category A.....	48,615	22,024	15,191	10,959	7,656	8,359	7,880	6,965	1,325
Category U.....	21,492	54,172	20,089	8,850	8,559	5,826	1,729	3,696	1,989
Total categories A and U.	70,107	76,196	35,280	19,809	16,215	14,185	9,609	10,661	3,314
Category B.....	14,049	8,952	2,987	2,025	2,145	2,882	2,528	1,356	268
Category C.....	17,139	13,422	1,453	2,220	1,905	2,856	1,845	1,570	171
Category D.....	961	954	65	61	455	377	112	177	17
Category E.....	22,709	16,078	5,751	3,931	4,896	2,215	4,075	3,138	731
Total, all categories.....	124,965	115,602	45,536	28,076	25,616	22,515	18,169	16,902	4,501

Final Medical Categories and Men made available.

Chart No 19



Final Medical Categories and Men made Available.

XX.—TOTAL COST.

As has been stated, the expenditures of the Military Service Branch in its administration of the Military Service Act had amounted on January 31, 1919, to \$3,661,417.20—exclusive of the amount, \$319,642.59, expended in connection with the special Dominion Police, which sum, as has been explained in section XIII, Part I, has been to a very large extent returned to the Receiver General in fines collected—and it is of interest not only to explain the main outlets of such expenditure, but to show the latter in their relative amounts. This is done graphically in chart 20, in which a horizontal block represents by its length the entire cost, and which is divided into similar blocks drawn to scale to represent the individual components of the total cost.

This total cost could be divided in a number of arbitrary manners; but for our purpose we have divided it into cost of head office organization, including diplomatic exemption registration, etc.; cost of advertising; cost of printing and supplies not debited to registrars' organizations; cost of registrars' organization, including moneys expended for transportation and subsistence to draftees; cost of local tribunals; cost of appeal tribunals; and cost of Central Appeal Court.

It should be pointed out in connection with this latter expenditure that although in order that there should be no duplicate accounting organizations, all expenditures in connection with the Central Appeal Court were made through this Branch, I nevertheless exercised absolutely no control over such expenditures, but paid automatically all accounts authorized and certified over the signatures of the Central Appeal Judge or of his Clerk who of course was acting under the judge's authority.

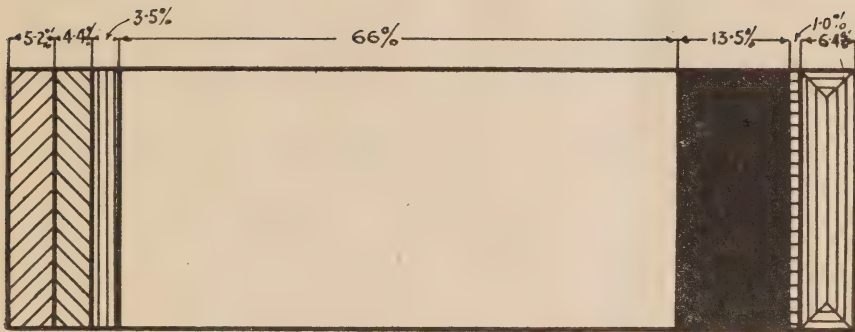
It is of considerable interest to analyze this total cost by registrars' districts or provinces by means of table 24, Part III, of which this chart forms a composite picture; however, as has been pointed out in the preceding section, the total cost of any given district must be considered in reference to the total registration of that district. Incidentally many interesting facts may be had by an analysis of the above-mentioned table, e.g., it will be seen that the cost of the Central Appeal Court for the province of Quebec was relatively very large—being over 66 per cent of the total—this being accounted for by the fact that after the riots in Quebec city some 13,000 cases were scheduled direct and almost en bloc from the local tribunals of that district to the Central Appeal Judge, without any use being made of the appeal tribunals. It will be observed, moreover, that the cost of the appeal tribunals—over 60 per cent of which was paid in the province of Quebec—was amazingly small, being about one-fourteenth that of the local tribunals and one-seventh that of the Central Appeal Court.

The table hereunder shows the total cost of our administration divided as shown in the chart.

Head Office.	Advertising.	Printing and Supplies.	Registrars' Organizations.	Local Tribunals.	Appeal Tribunals.	Central Appeal Court.	Total.
\$ 188,525.12	\$ 160,881.73	\$ 129,604.85	\$ 2,416,527.79	\$ 495,099.22	\$ 35,857.21	\$ 234,921.28	\$ 3,661,417.20
5.2%	4.4%	3.5%	66.0%	13.5%	1.0%	6.4%	100.0%

Cost September 1, 1917, to January 31, 1919.

CHART No 20



HEAD OFFICE



RESISTRARS ORGANIZATIONS



ADVERTISING



LOCAL TRIBUNALS



PRINTING & SUPPLIES



APPEAL TRIBUNALS



CENTRAL APPEAL COURT

0 1831 3662 5493 7324

- TOTAL-COST -

SCALE IN HUNDREDS OF DOLLARS

XXI—COST PER REGISTRANT.

From a great many standpoints the truest criterion of the relative cost of the Military Service Act in different parts of the country is furnished by the cost per registrant, which is shown graphically by provinces in chart 21.

When one considers that it usually costs more to give a man exemption by means of the judiciary machinery necessitated by the Military Service Act than to make another man a soldier, it is clear that the cost per registrant is the safest guide we have to the relative cost; in fact it is perfectly logical to imagine that one section of the country might be entirely agricultural and not raise a soldier and yet the registrar in performing his duties of review, etc., would undoubtedly spend more than some other district which obtained perhaps 50 per cent of its registrants as soldiers.

It may be pointed out that in this chart both the original Class I registration and the total registration, i.e., including the 19-Class, Americans, and Group I defaulters apprehended, are taken into account. This is done because although these latter registrations cost much less per man than the original Class I, to leave them out would be unfair to districts, for example, like Alberta or Saskatchewan, which had very large American registrations, and consequently heavy expenses in connection with their questionnairing, etc.

The lower figures inserted in the chart represent the cost per original Class I registrant and the upper figures the cost per registrant of all registrations.

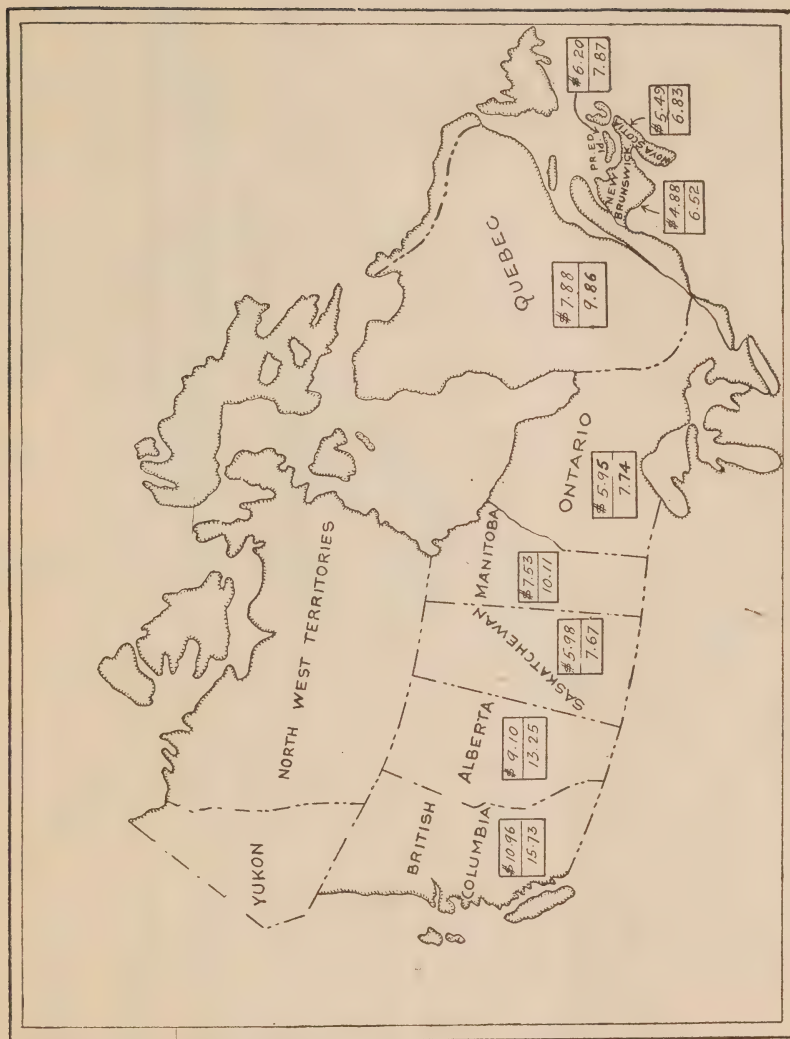
In this and all other matters of expenditure it must not be forgotten that the cost of labour, rents, etc., vary greatly in different parts of a country the size of Canada, and sufficiently so, it is probable, to explain some considerable differences in the cost per registrant shown by different provinces.

The following table abridged from table 25, Part III, gives the figures used in the construction of chart 21.

Province.	Total cost.	Total registration.	Cost per registrant.	Class I registration.	Cost per Class I registrant.
	\$		\$		\$
N.B.....	110,151.75	22,583	4.88	16,902	6.52
N.S.....	174,066.71	31,705	5.49	25,616	6.83
Ont.....	967,148.49	162,576	5.95	124,965	7.74
Sask.....	349,347.10	58,435	5.98	45,536	7.67
P. E. I.....	35,429.53	5,713	6.20	4,501	7.87
Man.....	227,642.31	30,219	7.53	22,515	10.11
Que.....	1,139,381.28	144,663	7.88	115,602	9.86
Alta.....	372,469.22	40,941	9.10	28,076	13.25
B. C.....	285,780.22	26,064	10.96	18,169	15.73
Totals.....	3,661,417.20	522,899	7.02	401,882	9.11

Cost per registrant.

Chart No 21



Cost per Registrant:

Total,
Class I

XXII.—COST PER MAN MADE AVAILABLE BY REGISTRARS' DISTRICTS.

Practically every chart and section of this part of my report has taken either a province or the Dominion as the unit. However, registrars have been so keen to keep costs down and there has been so much competition in this regard that it is of interest to compare by registrars' districts what the money spent has actually accomplished. This can best be done by a comparison of the cost per man made available for each district and such comparison is furnished graphically in chart 22. In this chart there is a block for each registrar's district, and each block is divided into four sections. The areas of the bottom sections represent the costs per "Available I" man; the combined areas of the two lower sections, the costs per "Available II" man; the combined areas of the three lower sections, the costs per "Available III" man; and finally the entire areas, the costs per "Available IV" man. It will be recalled from section IV, Part 1, that "Available I" means the gross number made available; "Available II" is less those ready to call on November 11, 1918; "Available III" is less those returned to registrars' records; and "Available IV" is less unapprehended Group-III defaulters.

The fact that some districts had large numbers of men ready for call at the end of operations owing largely to the influenza epidemic and the consequent inability of the Military authorities to take over the men, is shown by a considerable difference between the size of the bottom sections and that of the two lower sections combined; and the fact that some districts had a relatively large number of Group-III defaulters is seen from the fact that, for example, Quebec city shows a very large difference in the cost per "Available I" and the cost per "Available IV" man, i.e., of the man actually on military strength at the close of operations.

It will be seen that the most economical district from all standpoints has been St. John, N.B., and the most expensive, Calgary, Alta., except in the cost per "Available IV" man where on account of the large percentage of defaulters, Quebec, Que., shows the highest cost.

It may be well to observe that the cost of the head office, printing, supplies, and advertising is distributed among the districts according to their total registrations, whereas the cost of the Central Appeal Court is distributed according to the number of cases scheduled from each district to that court.

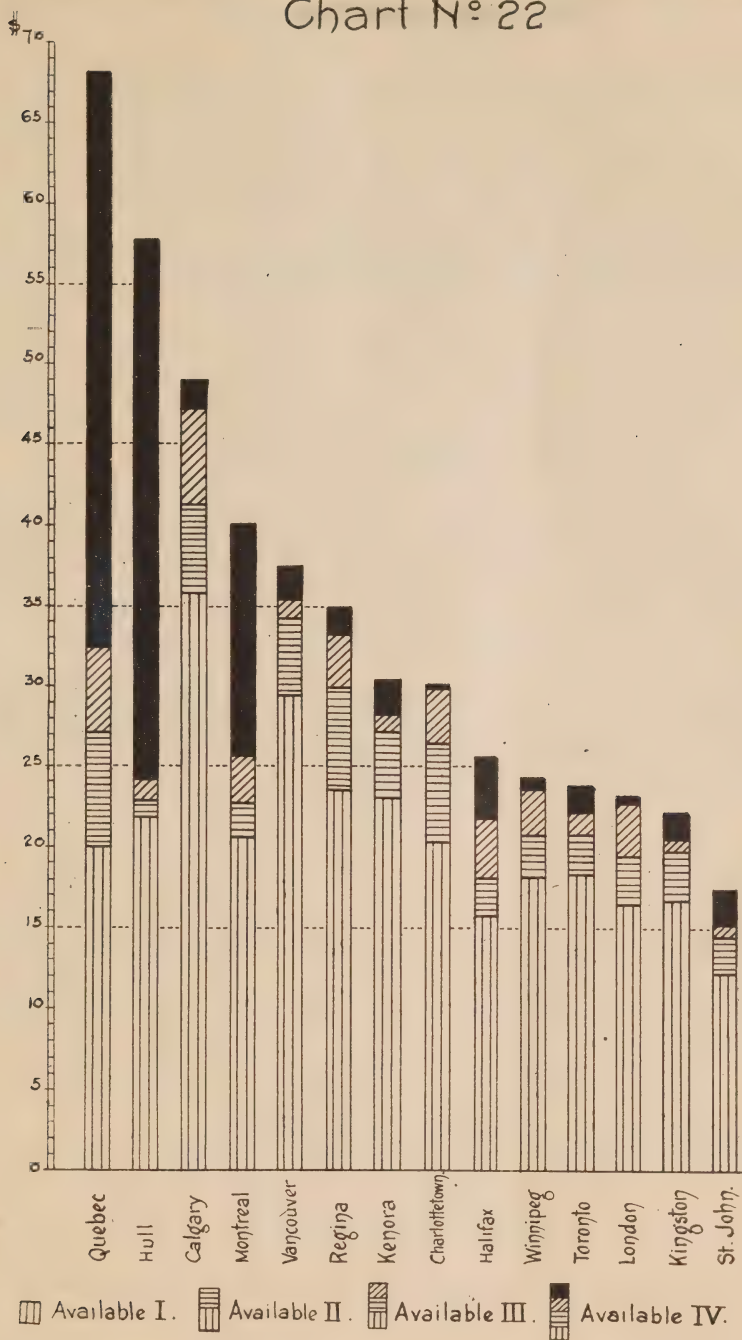
Finally it should again be pointed out that the cost includes some very valuable permanent equipment for which no stated amount is credited in this report to the different districts, although such equipment should certainly be valued at 50 per cent of its cost.

Registrars' Districts.	Total cost.	No. of "Avail- able I."	Cost per "Avail- able I."	No. of "Avail- able II"	Cost per "Avail- able II"	No. of "Avail- able III."	Cost per "Avail- able III."	No. of "Avail- able IV."	Cost per "Avail- able IV."
	\$		\$		\$		\$		\$
Calgary.....	372,469.22	9,871	37.73	9,057	41.12	7,893	47.06	7,611	48.94
Charlottetown.....	35,429.58	1,739	20.37	1,342	26.40	1,188	29.82	1,180	30.02
Halifax.....	174,066.71	11,122	15.65	9,635	18.07	8,009	21.73	6,798	25.60
Hull.....	78,689.23	3,620	21.76	3,432	22.93	3,265	24.10	1,363	57.73
Kenora.....	26,098.41	1,134	23.01	960	27.06	928	28.12	857	30.45
Kingston.....	216,465.61	13,021	16.62	11,547	19.61	10,649	20.32	9,732	22.24
London.....	195,973.26	11,938	16.42	10,110	19.38	8,668	22.61	8,473	23.13
Montreal.....	606,864.96	29,537	20.55	26,687	22.66	23,786	25.51	15,168	40.00
Quebec.....	453,827.63	22,657	20.03	16,710	27.16	14,028	32.35	6,654	68.20
Regina.....	349,347.10	14,863	23.50	11,678	29.91	10,544	33.13	10,030	34.83
St. John.....	110,151.75	9,071	12.14	7,666	14.37	7,306	15.07	6,934	17.33
Toronto.....	528,611.21	29,052	18.20	25,508	20.72	24,015	22.01	22,063	23.87
Vancouver*.....	285,780.22	9,717	29.41	8,378	34.11	7,666	37.28	7,253	39.40
Winnipeg.....	227,642.31	12,591	18.08	10,998	20.70	9,655	23.58	9,345	24.35
Total.....	3,661,417.20	179,933	20.35	153,708	23.82	137,600	26.61	113,461	32.27

* Includes \$1,559.01, Dawson City, Yukon.

Cost per man made available.

Chart N° 22



Cost per man made available.

XXIII.—RATIO OF DEFAULTERS TO TOTAL ORDERED TO REPORT OR VOLUNTARILY REPORTING.

It will be recalled that Group III defaulters consist of those registrants who failed to obey their orders to report for duty. The position of each province with regard to the actual and final obedience to the law as promulgated in the Military Service Act cannot in general be judged by the total number of defaulters in that province because obviously that number is relative to the registration; the true criterion is furnished, however, by the ratio of the number of defaulters to the number ordered to report or voluntarily reporting before their orders fell due.

Chart 23 opposite shows both the total and percentage position of each province as regards defaulters. The horizontal strips give the total number of Group III defaulters and the height of each strip above the base line gives the percentage of defaulters to the total ordered or voluntarily reporting. It will be seen from this chart that the province of Quebec very grievously outstrips her sister provinces in the number of defaulters, for not only is her total of 18,827 considerably more than all the other provinces combined, but her percentage of defaulters is no less than 40.83, which, to say the least, is a most regrettable state of affairs.

It will be seen from table 27, Part III, which gives defaulters figures by districts, that the registrar's district of Hull, Que., has the worst showing, no less than 59 per cent of the men ordered to report or voluntarily reporting in that district being at the time of writing shown as defaulters, about 150 of these being shown as apprehended in the district of Kingston, Ont. Although the final circulation of nominal rolls and the rectification of errors made by the earlier administrations at Quebec may reduce the number of defaulters somewhat, the situation there will undoubtedly remain unpalatable.

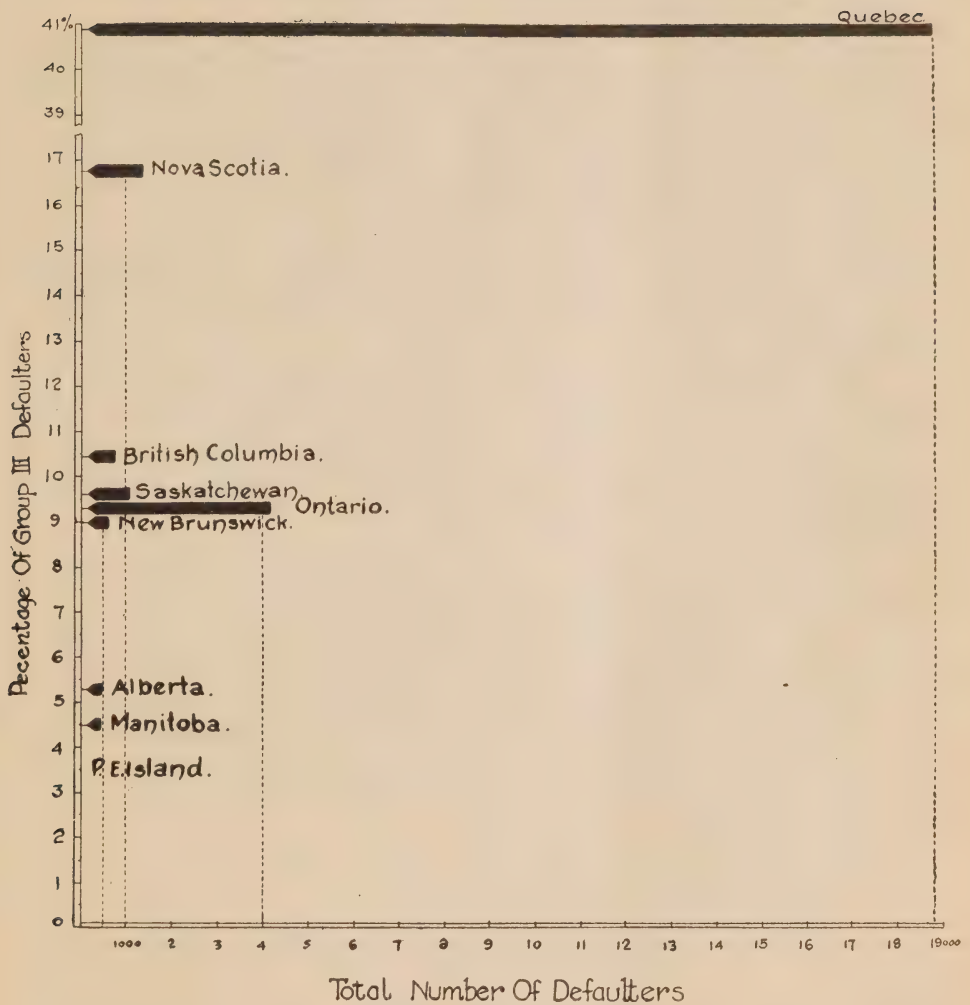
It should be pointed out that the provinces which were most obedient under the Military Service Act are apparently Prince Edward Island and Manitoba.

There follows a table from which chart 23 was constructed.

Province.	Que.	Ont.	Sask.	Man.	Alta.	N.S.	B.C.	N.B.	P.E.I.	Totals.
Ordered to report or voluntarily reported.	46,104	44,796	11,079	9,470	8,310	7,977	7,162	6,661	1,121	142,680
Number who defaulted orders..	18,827	4,159	1,063	426	440	1,334	745	598	39	27,631
Percentage of defaulters.....	40.83	9.28	9.59	4.49	5.29	16.72	10.40	8.97	3.48	19.4

Percentage of Defaulters.

Chart N° 23.



XXIV.—RECRUITS AND CASUALTIES, CANADIAN EXPEDITIONARY FORCE, DURING FOUR MONTHS' PERIODS, AUGUST, 1914 TO NOVEMBER, 1918.

Chart 24, on the opposite page, furnishes, I think, an absolutely irrefutable argument for the necessity of enacting the Military Service Act because it shows at a glance three things: first, that in the fall of 1917 recruiting by the volunteer system had not only reached a low ebb, but had almost completely stopped; second, that at that time the casualties were increasing rapidly and had actually passed the numbers being recruited; and third, that the Military Service Act was actually successful in overcoming the above difficulties.

The heavy curve in the chart represents by its vertical distances from the base line the number of reinforcements furnished the Canadian Expeditionary Force and e.g., the Royal Air Force during four months' periods from August, 1914, to November, 1918, while the dotted curve shows the casualties in that Force for similar periods. It may be observed that the recruits referred to in this and the following section refer only to actual reinforcements furnished for the Canadian Expeditionary Force and leave out of consideration defaulters unapprehended by the Military Police who have disobeyed registrars' orders to report for duty.

It may be pointed out that this representation is made by continuous curves purely to please the eye because, as a matter of fact, these curves only have meaning directly above the four months division points on the base line as for such points alone do the vertical distances up to the curve give the total recruits or casualties during the four months preceding.

The striking thing to be observed in this chart is that in the fall of 1917, when the Military Service Act was passed, the number of reinforcements by the volunteer system, which had rapidly declined since striking its maximum point, had reached an extremely low point, practically only 2,000 men being furnished monthly; moreover, the casualties at this period had reached their maximum and in fact had reached a point only exceeded during the severe and glorious fighting of our troops during the last and decisive months of the war.

Further it will be observed that in the summer of 1917 the number of casualties became equal to and then steadily exceeded the number of recruits being obtained, with a very obvious future consequence, unless more men could be obtained; further, after the passage of the Military Service Act the flow of recruits mounted in a most satisfactory manner and only fell off at the end because we had ceased, for reasons which have been explained, to call up more men. If the 26,000 men ready for the call on November 11, 1918, had been ordered up as they became available, the recruiting curve would have been a steadily mounting one. If this is not taken into consideration, the fact that the recruiting and casualty curves had intersected at the end would show that if the war had continued at the pace things were moving at the last another reservoir of recruits would have to be tapped.

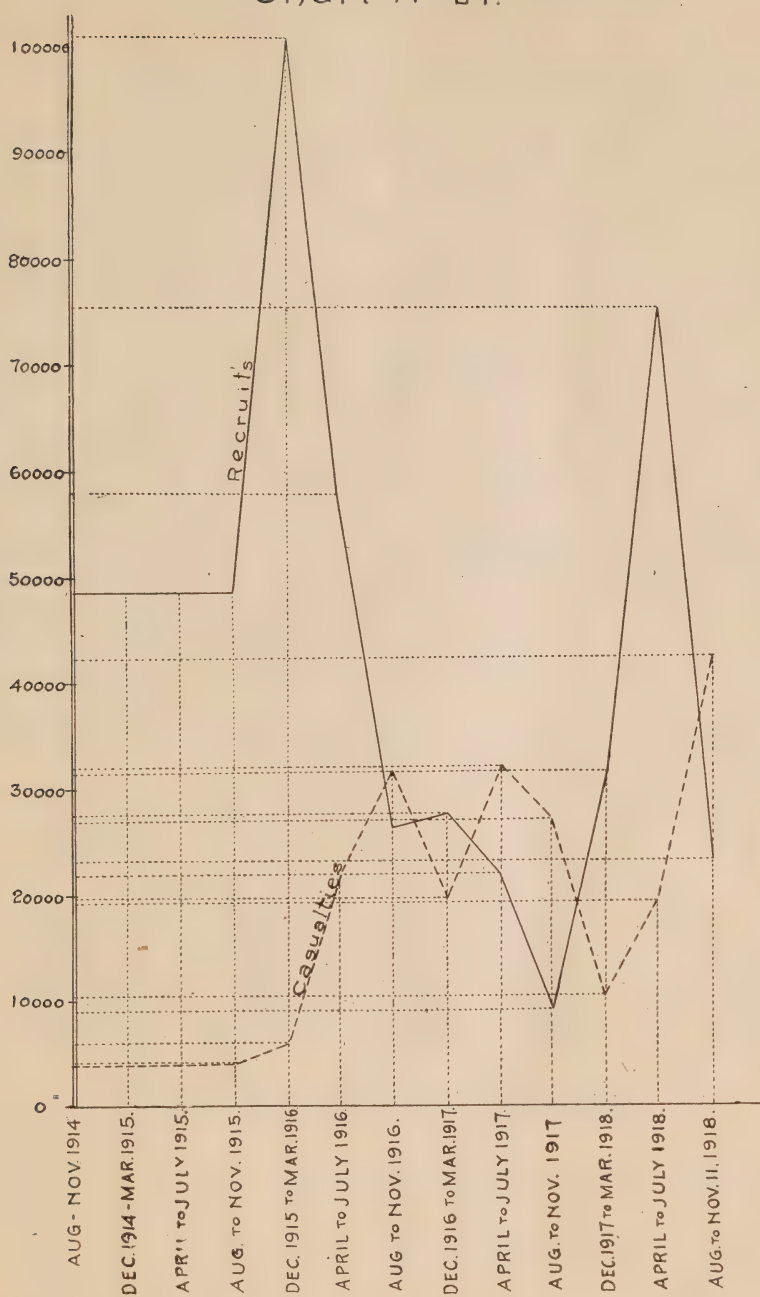
The following table, an abridgment from tables 28 and 29, Part III, gives the figures from which chart 24 was constructed.

Period.	Aug. to Nov., 1914.	Dec. 1914, to Mar., 1915.	Apr. to July, 1915.	Aug. to Nov., 1915.	Dec., 1915 to Mar., 1916.	April to July, 1916.
Enlistments.....	48,456	48,456	48,456	48,456	100,808	57,850
Casualties.....	3,676	3,676	3,676	3,676	5,932	21,919

	Aug. to Nov., 1916.	Dec., 1916 to Mar., 1917.	April to July, 1917.	Aug. to Nov., 1917.	Dec., 1917, to Mar., 1918.	April to July, 1918.	Aug. to Nov. 11, 1918.
Enlistments....	26,179	27,743	21,909	9,074	31,295	75,117	23,157
Casualties.....	31,358	19,667	32,011	27,094	10,271	19,420	42,711

Recruits and Casualties, 1914-18.

Chart N° 24.



Recruits and Casualties, 1914-1918.

XXV.—TOTAL RECRUITS AND CASUALTIES—CANADIAN EXPEDITIONARY FORCE, AUGUST, 1914, TO NOVEMBER, 1918.

The difficulty or impossibility of Canada continuing to maintain its great army under the volunteer system which is clearly shown in the preceding section, is further illustrated in chart 25.

This chart shows by its full line curve the total number of men furnished to the Canadian Expeditionary Force and certain other units from the outbreak of hostilities to the signing of the armistice—as in the preceding section unapprehended defaulters not being counted—whereas the dotted curve shows the total casualties in that Force. Unlike the curves of the preceding section, the curves of chart 25 are properly continuous and by interpolation of any date, for example, June, 1916, on the baseline the vertical distances up to the heavy and dotted curves accurately represent respectively the total number of men furnished the Canadian Expeditionary Force up to June, 1916, and the total casualties to that date.

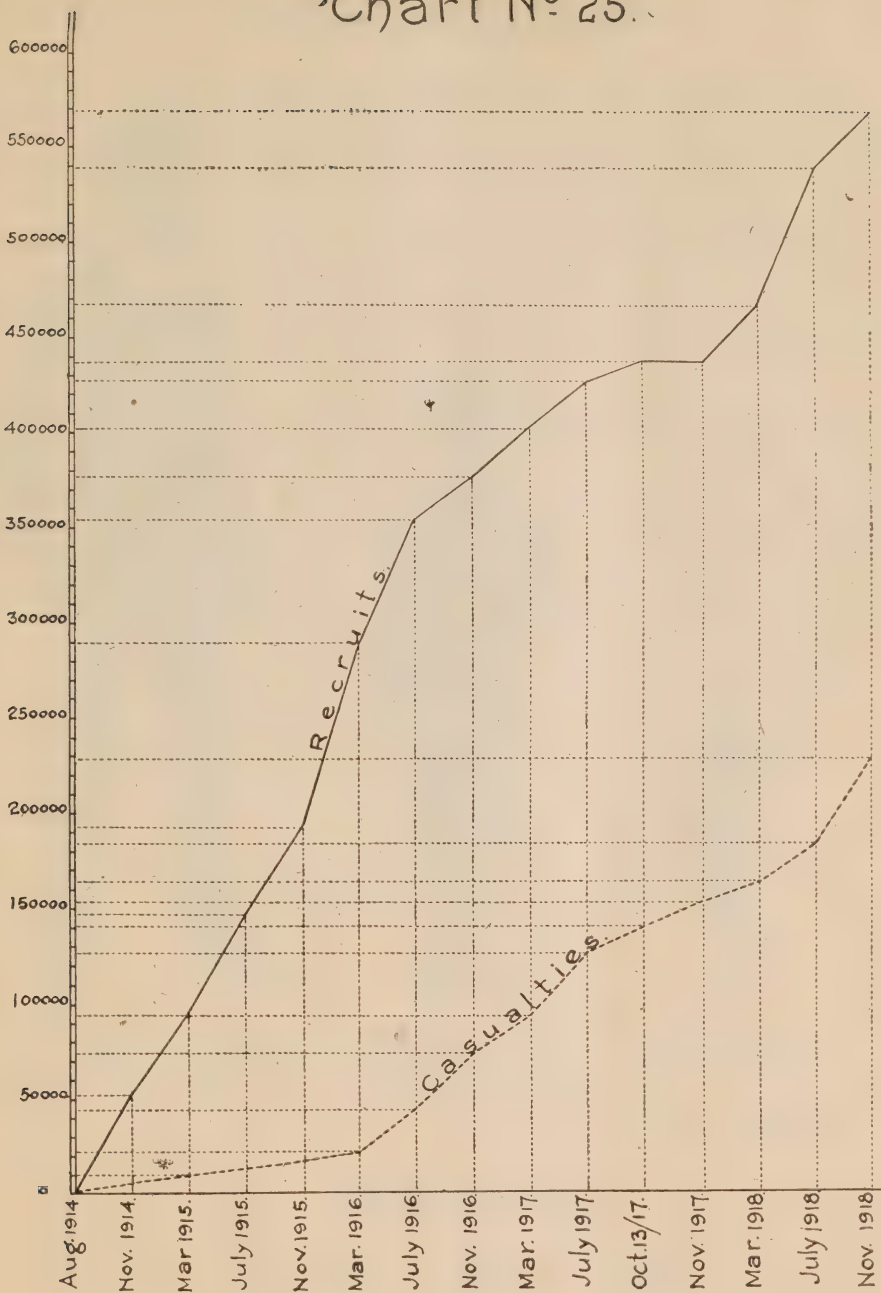
This chart also shows in a simple manner the military situation which necessitated the passing of the Military Service Act. During the months preceding its enactment, the flatness of the heavy curve shows that reinforcements furnished the Canadian Expeditionary Force were practically non-existent. On the contrary the casualty curve, instead of being flat during this period, becomes steeper and steeper, that is the casualties were growing at an increasing rate; and although we must remember that large numbers of casualties eventually became available for further service the fact is clear that the difference between the total number of recruits and the total casualties was too slight in the fall of 1917 to permit a continuance of the volunteer system. The manner in which the recruiting curve rises with increasing steepness after the Military Service Act began to operate is most pleasing to those who supported it. Again it should be noted that omitting some 26,000 men ready for call at the end of hostilities the difference between the total number of recruits and the total casualties was becoming alarmingly small.

The table hereunder, which is an abridgement of tables 28 and 29, Part III, gives the statistics from which chart 25 was constructed.

Period.	Recruits.	Casualties.	Period.	Recruits.	Casualties.
Aug. to Nov., 1914.....	48,456	3,676	Brought forward.....	406,404	93,580
To March, 1915.....	96,912	7,352	To July, 1917.....	428,313	125,591
" July, 1915.....	145,368	11,028	" Oct. 13, 1917.....	437,387	—
" Nov., 1915.....	193,824	14,704	" Nov., 1917.....	437,387	152,685
" March, 1916.....	294,632	20,636	" Mar., 1918.....	468,682	162,956
" July, 1916.....	352,482	42,555	" July, 1918.....	543,779	182,376
" Nov., 1916.....	378,661	73,913	" Nov., 1918.....	566,956	225,087
" March, 1917.....	406,404	93,580			

Total Recruits and Casualties, C.E.F., 1914-1918.

Chart No 25.



0
10000
20000
30000
40000
50000
60000

Total Recruits and Casualties

XXVI.—COMPARISON OF VOLUNTEER AND DRAFT SYSTEMS DURING THIRTEEN MONTHS' PERIODS.

The two preceding sections prove quite conclusively the necessity for compulsory military service in 1917, provided the Canadian Expeditionary Force was to be kept at least to the strength necessary to perform thereafter such deeds as it had performed in the past. These sections show moreover that the compulsory military service provided by the enactment of the Military Service Act was equal to the task of providing such necessary reinforcements.

The comparison in the two sections referred to between the volunteer and compulsory systems are shown particularly at certain dates and for different short periods of the year, and it is interesting finally therefore to make a comparison between the actual results of the 13 months' operations of the Military Service Act with the results of the volunteer system during the 13 months immediately preceding the passage of that Act.

Chart 26 on the opposite page shows in illuminating fashion the splendid success of the Act, first by the the stature of the civilian depicted, which represents the total number of men made available for military service by this Department from October 13, 1917, to November 11, 1918; and, secondly, by the size of the large soldier figure which represents the number of these men actually placed in uniform, i.e., excluding from those made available for military service the unapprehended Group III defaulters and the men ready for instant call at the time the armistice was signed, and which very greatly overtops the small soldier figure in the chart representing the number of men recruited by the volunteer system during the thirteen months immediately preceding the enactment of the Military Service Act.

The following table gives the statistics from which the chart was drawn.

Made available M.S.A.	Placed in uniform. M.S.A.	Placed in uniform 13 months preceding M.S.A.
179,933	129,569	68,263

M.S.A. and Volunteer System.

CHART-NO-26

M-S-A



M-S-A



VOLUNTEER



MADE AVAILABLE FOR THE
ARMY DURING THE 13 MONTHS
OPERATION OF M-S-A

PLACED IN UNIFORM
DURING 13 MONTHS
OPERATION OF M-S-A

PLACED IN UNIFORM
DURING 13 MONTHS
IMMEDIATELY PRECEDING
THE ENACTMENT OF MSA

COMPARISON OF VOLUNTEER & DRAFT SYSTEMS

0 1 2 3
SCALE IN THOUSANDS

PART III.

SUMMARY TABLES.

TABLE 1.—Classification of Class I Registration—By Registrars' Districts.

Registrars' Districts.	Signed Reports for Service.	Percentage of Reports for Service to Total Registration.	Signed Claims for Exemption.	Percentage of Claims for Exemption to Total Registration.	Total ¹ Class I Registration.
Calgary, Alta.....	2,687	9.6	25,389	90.4	28,076
Charlottetown, P.E.I.....	270	6.0	4,231	94.0	4,501
Halifax, N.S.....	2,060	8.0	23,556	92.0	25,616
Hull, Que.....	63	0.8	7,971	99.2	8,034
Kenora, Ont.....	347	14.8	1,997	85.2	2,344
Kingston, Ont.....	1,126	3.8	28,399	96.2	29,525
London, Ont.....	1,120	3.8	28,083	96.2	29,203
Montreal, Que.....	1,927	2.8	66,057	97.2	67,984
Quebec, Que.....	321	0.8	39,263	99.2	39,584
Regina, Sask.....	2,218	4.9	43,318	95.1	45,536
St. John, N.B.....	1,349	8.0	15,553	92.0	16,902
Toronto, Ont.....	6,280	9.8	57,613	90.2	63,893
² Vancouver, B.C.....	3,094	17.0	15,075	83.0	18,169
Winnipeg, Man.....	2,391	10.6	20,124	89.4	22,515
Total.....	25,253	6.3	376,629	93.7	401,882

¹ Registration is exclusive of Group I defaulters apprehended.² Includes Registration of Dawson City, Y.T. viz:—

Reports for Service.....	79
Claims for Exemption.....	96

TABLE 2.—Disposition of Class I Registrants who signed Reports for Service—By Registrars' Districts.

Registrars' Districts.	1Gross total of men who signed Reports for Service.	Duplications within the Class.	Net total of men who signed Reports for Service.	Medical Categories of Registrants.					Total ordered to report.	Total voluntarily reported.	Gross total made Available.
				A.	2U.	B.	C.	D.			
Calgary, Alta.....	3,242	555	2,687	1,167	136	251	409	8	1,063	539	1,602
Charlottetown, P.E.I.....	352	82	270	127	17	23	11	92	93	54	147
Halifax, N.S.....	2,856	796	2,060	968	296	187	195	39	696	521	1,217
Hull, Que.....	100	37	63	25	15	9	8	6	41	9	50
Kenora, Ont.....	550	203	347	123	15	72	68	57	178	24	202
Kingston, Ont.....	1,398	272	1,126	642	63	110	192	3	442	316	738
London, Ont.....	1,274	154	1,120	696	68	154	77	8	590	302	892
Montreal, Que.....	2,196	269	1,927	827	288	246	309	26	749	805	1,554
Quebec, Que.....	365	44	321	75	198	14	20	14	33	251	284
Regina, Sask.....	2,736	518	2,218	1,070	120	259	203	7	1,004	374	1,378
St. John, N.B.....	1,651	302	1,349	649	195	140	138	14	660	193	853
Toronto, Ont.....	7,233	953	6,280	3,253	346	1,770	475	40	2,409	3,365	5,864
Vancouver, B.C.....	3,935	841	3,094	1,558	66	444	362	16	1,150	763	1,913
Winnipeg, Man.....	2,783	392	2,391	528	843	324	379	30	910	596	1,506
Total.....	30,671	5,418	25,253	11,708	2,666	4,003	2,846	203	10,108	8,112	18,220

¹ Includes duplications caused by Claims for Exemption being made on behalf of men signing Reports for Service and also men reporting for service found not to be within the Class.

² Men who were never medically examined. The cause of the men remaining unexamined in the majority of instances was on account of their having voluntarily reported for duty previous to their being ordered for medical examination.

TABLE 3.—Disposition of all cases scheduled to the three Tribunal Courts—By Registrars' Districts.

Registrars' Districts.	Disposition of Claims by Local Tribunals.				Appeals taken to Appeal Tribunals.				Disposition of Appeals by Appeal Tribunals.				Appeals taken to the Central Appeal Judge.				Total claims scheduled for disposition to Central Appeal Judge. (1)	Disposition of Central Appeals by Central Appeal Judge. (1)			
	Allow- ed exem- tion on ac- count of low Medi- cal Cate- gory.	Disal- lowed exem- tion on all other grounds	Cases re- main- ing un- dis- posed of.	By claim- ants.	By Regis- trar.	Total claims sched- uled for disposi- tion to Appeal Tri- bunals.	Allow- ed exem- tion on ac- count of low Medi- cal Cate- gory.	Disal- lowed exem- tion on all other grounds	Cases re- main- ing un- dis- posed of.	By claim- ants.	By Regis- trar.	Total claims sched- uled for disposi- tion to Appeal Judge.	Allow- ed exem- tion on ac- count of low Medi- cal Cate- gory.	Disal- lowed exem- tion on all other grounds	Cases re- main- ing un- dis- posed of.						
Calgary, Alta.....	33,607	5,737	22,832	4,753	3,685	1,583	60	4,165	1,025	18	362	61	423	3	150	237	33				
Charlottetown, P.E.I.....	4,357	641	3,142	539	406	550	25	435	496	.....	154	34	188	.....	20	144	24		
Halifax, N.S.....	23,562	6,380	13,605	3,449	1,508	3,684	180	3,451	1,706	35	528	1,636	2,164	6	875	633	650				
Hull, Que.....	7,975	1,043	6,148	780	542	2,689	57	2,705	377	92	75	640	715	.....	183	474	58			
Kenora, Ont.....	1,997	799	775	422	472	275	38	474	235	.....	112	17	129	3	80	24	22			
Kingston, Ont.....	29,222	10,943	14,062	4,105	4,535	5,763	367	6,536	3,171	224	1,594	621	2,215	29	1,293	514	379				
London, Ont.....	28,320	10,932	13,422	3,782	3,745	2,081	265	3,905	1,606	50	1,934	625	1,559	7	726	665	161				
Montreal, Que.....	68,060	18,515	42,946	5,774	1,468	27,641	4,453	13,630	9,811	1,215	1,240	10,100	11,340	238	4,727	5,737	638				
Quebec, Que.....	39,263	7,384	29,955	894	245	6,036	1,150	4,370	761	.....	75	15,972	16,047	29	5,692	10,068	258			
Regina, Sask.....	47,266	6,827	32,221	8,218	4,482	784	50	3,372	1,844	.....	477	761	1,238	7	535	268	428			
St. John, N.B.....	17,296	5,166	8,617	3,229	2,165	1,890	197	1,941	1,722	195	139	117	256	1	90	112	53				
Toronto, Ont.....	57,757	27,714	19,058	10,951	8,053	21,378	1,167	12,518	7,875	7,871	1,861	2,130	3,991	27	1,596	904	1,464				
Vancouver, B.C.....	16,356	4,812	5,646	5,831	2,755	593	198	1,775	1,348	27	363	405	468	6	198	136	128				
Winnipeg, Man.....	20,124	5,732	9,935	4,264	3,526	7,734	226	5,967	4,804	263	1,166	401	1,567	13	975	324	255				
Total.....	395,162	112,625	222,364	56,991	37,587	82,861	8,433	65,244	36,781	9,990	9,080	33,220	42,300	369	17,140	20,240	4,551				

(1) Exclusive 20-22 Class cases scheduled and cases scheduled where leave to appeal was refused by the Central Appeal Judge.

TABLE 4.—Dispositions rendered by Local Tribunals under Original Operations from which no Appeals were taken prior to Review
—By Registrars' Districts.

Dispositions of Cases.	Calgary Alta.	Char- lotte- town, P.E.I.	Halifax, N.S.	Hull, Que.	Kenora, Ont.	Kings- ton, Ont.	London, Ont.	Mont- real, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Van- couver, B.C.	Winni- peg, Man.	Total.
Allowed for periods up to June, 1918.....	377	58	978	214	100	679	597	186	457	744	395	1,437	671	588	7,481
Allowed for periods from June-December, 1918.....	399	713	549	247	7	734	1,218	144	194	465	897	320	554	253	6,694
Allowed until December 31, 1919.....	34	37	303	11	34	97	15	26	63	218	134	32	121	44	1,169
Allowed until December 31, 1920.....	6	1	1	2	1	30	1	82	26	1	1	1	1	2	153
Allowed until later dates.....	1	1	3	1	1	61	17	18	49	130	25	25	1	305	14,917
Allowed until another class called	1,649	585	772	53	240	1,291	516	238	384	4,211	548	2,261	803	1,376	88,330
Allowed—Agriculture.....	10,249	1,427	1,898	3,764	6	6,979	8,442	10,272	14,161	18,771	2,979	4,944	227	4,231	1,909
Allowed—Forestry.....	3	40	91	210	7	8	1	46	1,356	16	89	60	28	1	2,173
Allowed—Marine.....	167	2	58	24	9	29	71	38	664	1	215	34	171	8	1,310
Allowed—Utilities.....	118	1	3,271	8	10	85	43	136	214	4	49	221	160	26	4,345
Allowed—Work of national im- portance.....	1	1	20	14	7	4	10	101	20	1	1	16	22	3	219
Allowed—Manufactures.....	159	11	225	35	11	237	123	234	565	286	343	120	64	118	2,531
Allowed—Railways.....	89	14	140	5	5	204	121	891	970	112	99	57	48	19	2,774
Allowed—Trades.....	22	5	53	5	3	33	32	69	94	77	15	14	16	25	463
Allowed—Professional.....	96	7	693	587	1	8	261	1,571	3,505	355	460	292	21	75	7,932
Allowed—Domestic.....	5,618	633	6,053	989	551	8,232	9,191	16,794	6,875	6,771	5,068	22,923	4,742	4,558	98,998
Allowed—Low medical category	41	5	21	12	12	6	171	2	3	260	1	29	22	8	552
Allowed—Religious belief.....	5	5	9	12	12	18	18	164	135	3	20	10	10	6	394
Allowed—Educational training.....	534	6	28	1	25	39	112	422	16	1,331	14	59	83	553	3,217
Allowed—War Time Elections Act.....	712	159	132	56	70	165	260	98	158	2,121	51	1,255	385	119	5,588
Allowed—Outside the class.....	159	12	2,173	123	9	7	14	3,777	1,077	2,421	421	1,751	617	1,043	11,171
Allowed—Miscellaneous.....	190	192	116	5	1	75	30	1,013	1,013	259	34	36	36	193	2,001
Undisposed of.....	1,226	192	2,378	420	108	1,323	1,937	2,612	1,649	2,777	1,289	5,259	3,516	1,766	25,512
Disallowed.....	21,855	3,743	20,898	6,802	1,264	20,338	23,243	38,129	32,964	38,983	13,380	41,195	12,329	15,015	290,138

TABLE 5.—Dispositions rendered by Appeal Tribunals under Original Operations from which no Appeals were taken prior to Review—
By Registrars' Districts.

Dispositions of Cases.	Calgary Alta.	Char- lotte- town, P.E.I.	Halifax, N.S.	Hull, Que.	Kenora, Ont.	Kings- ton, Ont.	London, Ont.	Mont- real, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Van- couver, B.C.	Winni- peg, Man.	Total.
Allowed for periods up to June, 1918.....	184	29	99	197	102	568	326	853	246	321	88	1,189	298	418	4,918
Allowed for periods from June- December, 1918.....	134	25	68	93	67	1,556	392	578	140	206	132	1,115	305	673	5,484
Allowed until December 31, 1919	12		32	49	30	131	41	62	31	112	53	104	108	63	828
Allowed until December 31, 1920			1	2	2	4	5	23	3	1	1	3		2	44
Allowed until later dates.....		1					12	1	4	8		1			27
Allowed until another class called	147	23	59	37	83	304	179	529	300	309	131	901	176	82	3,260
Allowed—Agriculture.....	2,068	112	142	401	31	992	1,270	1,455	1,568	1,505	325	1,995	98	398	12,360
Allowed—Forestry.....			2	18					173		5	3	11		213
Allowed—Marine.....		4	57		4	5	15	2	43	1	38	17			198
Allowed—Utilities.....	20	1	5	1	2	11	27	24	55	16	2	16	5	4	189
Allowed—Work of national im- portance.....	46	1	675		5	6	25	18	67	1	24	206	24	4	1,102
Allowed—Manufactures.....			1				8	22	3			12	4	5	58
Allowed—Railways.....	66	1	47	2	45	50	89	24	149	61	13	129	12	27	715
Allowed—Trades.....	3	1	9	1	1	36	59	15	145	16	14	25	16	9	342
Allowed—Professional.....	2		2	4	3	3	8	10	13	6		2	2	16	72
Allowed—Domestic.....	12		23	29		1	89	157	237	71	48	61	8	19	855
Allowed—Low medical category	60	25	180	90	38	530	265	4,453	1,150	50	197	1,167	198	226	8,629
Allowed—Religious belief.....	5						111			7	2	14	10	7	157
Allowed—Educational training.....	1			3			8	35	16	2	1	2		5	73
Allowed—War Time Elections															
Act.....	48				2	3	1	42	1	45	2	51	13	162	370
Allowed—Outside the class.....	50				15	26	17	32	20	62	3	509	44	26	819
Allowed—Miscellaneous.....	57		104	4	1		5	7,535	47		39	162	66	113	8,133
Undisposed of.....	5		3			142	44	842			48	1,010	9	38	2,145
Disallowed.....	339	163	746	161	178	2,249	859	1,843	693	1,155	913	5,100	989	2,113	17,501
	3,261	385	2,266	1,103	607	6,619	3,856	18,555	5,205	3,955	2,078	13,795	2,397	4,410	68,492

TABLE 6.—Dispositions rendered by Central Appeal Judge under Original Operations—By Registrars' Districts.

Dispositions of Cases.	Calgary Alta.	Char- lotte- town, P.E.I.	Halifax, N.S.	Hull, Que.	Kenora, Ont.	Kings- ton, Ont.	London, Ont.	Mont- real, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Vancouver, B.C.	Winnipeg, Man.	Total.
Allowed for periods up to June, 1918.....	21	5	17	3	12	128	144	732	102	22	5	133	23	104	1,451
Allowed for periods from June-December, 1918.....	40		34	1	4	201	120	1,720	252	27	9	167	25	79	2,679
Allowed until December 31, 1919.....	27	7	41	4	60	391	71	1,276	41	38	15	595	92	166	2,824
Allowed until December 31, 1920.....														1	1
Allowed until later dates.....														1	1
Allowed until another class called															
Allowed—Agriculture.....			1				4	140	5	1		23	1	1	175
Allowed—Forestry.....	2					1	5	2	3			3	3	1	21
Allowed—Marine.....												1			1
Allowed—Utilities.....															
Allowed—Work of national importance.....												4			4
Allowed—Manufactures.....								2		2					
Allowed—Railways.....							1					9	1		14
Allowed—Trades.....					1							25			1
Allowed—Professional.....							1					2			26
Allowed—Domestic.....				1			1	4	1						3
Allowed—Low medical category.....	3		6		3	34	7	238	29	1	1	6	6		14
Allowed—Religious belief.....	10					1	39		1	7		27	13		374
Allowed—Educational training.....								2	1			4	4	2	61
Allowed—War Time Elections Act.....															2
Allowed—Outside the class.....	2		1			2		3		5				4	17
Allowed—Miscellaneous.....	1		13			5		10	6	2		5	1	1	33
Undisposed of.....	24	4		3	22	302	89	1,420				4		6	1,444
Disallowed.....	143	87	266	54	24	377	502	3,612	7	116	16	940	77	113	1,936
									647	159	49	673	116	208	6,917
Total.....	273	103	392	66	126	1,442	984	9,373	1,094	380	95	2,623	349	699	17,999

(1) See note (1), table 3.

TABLE 7.—Total Exemptions finally refused by the three Tribunal Courts under Original Operations and Ratios of these to Total Claims Scheduled according to Registrars' Districts.

Registrars' Districts.	Local Tribunals.			Appel Tribunals.			Central Appeal Judge.		
	Cases Scheduled.	Exemption Disallowed.	Ratio of Disallowed to Scheduled Cases.	Cases Scheduled.	Exemption Disallowed.	Ratio of Disallowed to Scheduled Cases.	Cases Scheduled.	Exemption Disallowed.	Ratio of Disallowed to Scheduled Cases.
Calgary, Alta.....	21,855	1,926	5.7	3,261	339	10.3	273	143	52.4
Charlottetown, P.E.I.....	3,743	192	5.1	385	163	42.3	103	87	84.5
Halifax, N.S.....	20,898	2,378	11.4	2,266	746	32.9	392	266	67.8
Hull, Que.....	6,802	420	6.1	1,103	161	14.6	66	54	81.8
Kenora, Ont.....	1,264	168	13.3	607	178	29.3	126	24	19.0
Kingston, Ont.....	20,338	1,323	6.5	6,619	2,249	34.0	1,442	377	26.1
London, Ont.....	23,243	1,837	8.3	3,856	859	22.3	984	502	51.0
Montreal, Que.....	38,129	2,612	6.8	18,555	1,843	9.9	9,373	3,612	38.5
Quebec, Que.....	32,964	649	1.9	5,205	693	13.3	1,094	647	59.1
Regina, Sask.....	38,983	2,777	7.1	3,955	1,155	29.2	380	159	41.8
St. John, N.B.....	13,380	1,289	9.6	2,078	913	43.9	95	49	51.6
Toronto, Ont.....	41,195	5,259	12.8	13,795	5,100	37.0	2,623	673	26.6
Vancouver, B.C.....	12,329	3,516	28.5	2,397	989	41.2	349	116	33.2
Winnipeg, Man.....	15,015	1,766	11.8	4,410	2,113	47.9	699	208	29.7
Total.....	290,138	25,512	8.8	68,492	17,501	25.7	17,999	6,917	38.4

TABLE 8.—Classification of Exemptions of the 20-22 Class prior to their Cancellation—By Registrars' Districts.

Dispositions of Cases.	Calgary, Alta.	Charlottetown, P.E.I.	Halifax, N.S.	Hull, Que.	Kenora, Ont.	Kingston, Ont.	London, Ont.	Montreal, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Vancouver, B.C.	Winnipeg, Man.	Total.
Allowed for periods up to June, 1918.....	91	5	445	201	42	232	317	366	316	298	244	954	241	331	4,083
Allowed for periods June-Dec. 1918.....	122	173	136	106	25	810	547	305	151	227	324	450	107	218	3,701
Allowed until Dec. 31st, 1919.....	6	33	31	3	10	44	12	52	47	21	24	30	3	16	332
Allowed until Dec. 31st, 1920.....	2		1			10		56	15			1			85
Allowed until later dates.....			1			21	19	7	22	30		26			126
Allowed until another class called.....	457	167	261	37	69	527	201	116	379	808	250	901	215	346	4,794
Allowed—Agriculture.....	2,950	360	600	1,656	8	2,939	3,353	4,569	7,488	4,473	1,178	2,486	85	1,139	33,284
Allowed—Forestry.....	1		37	85		4		14	690	3	46	56	2		938
Allowed—Marine.....		12	361	3	1	5	12	14	291		86	16	28		829
Allowed—Utilities.....	36		26	7		13	37	63	146	65	14	21	5	4	437
Allowed—Work of National importance.....	18		1,350	2		29	19	40	157	2	29	102	25	5	1,758
Allowed—Manufactures.....			4	6		3	3	47	11			12		1	92
Allowed—Railways.....	38	4	85	14		71	60	69	224	54	82	105	9	22	847
Allowed—Trades.....	10		43		1	54	53	257	466	18	31	25	2	2	963
Allowed—Professional.....	5		13	1	1	7	8	9	37	14	2	1	5	3	106
Allowed—Domestic.....	24		218	236		3	205	538	1,527	72	187	118	7	18	3,153
Allowed—Low Medical Category.....	1,123	209	2,049	403	138	2,825	3,160	6,788	3,277	1,513	1,738	6,548	885	915	31,521
Allowed—Religious Belief.....	18		5				145		2	108		3	7	3	307
Allowed—Educational Training.....	2		9	11			13	89	74	12	10	6		2	228
Allowed—War Time Elections Act.....	23		7		1	18	11	127	7	515	7	29	9	134	889
Allowed—Outside the class.....	41	3	55	11		42	52	32	68	433	15	468	70	17	1,307
Allowed—Miscellaneous.....	69		731	49		2		10,630	396		145	567	215	398	13,202
Undisposed of.....	36	1	109	1		28	48	17	460		200	202	4	61	1,167
Total.....	5,072	967	6,557	2,834	306	7,687	8,275	24,205	16,251	8,726	4,615	13,140	1,879	3,635	104,149

TABLE 9.—Percentage of Registration of Class I Farmers to all other Class I Registrants—By Registrars' Districts.

Registrars' Districts.	Total Registration.				Reports for Service.				Claims for Exemption.			
	Total Reg'n of Reports for Service and Claims for Exemption.	Regis- tration of Farm- ers.	Per cent of Farm- ers' Regis- tration to Total.	Per cent of Regis- tration of Others to Total.	Total Regis- tration of Reports for Service.	Regis- tration of Farm- ers.	Per cent of Farm- ers' Regis- tration to Total.	Per cent of Regis- tration of Others to Total.	Total Regis- tration of Claims for Exemption.	Regis- tration of Farm- ers.	Per cent of Farm- ers' Regis- tration to Total.	Per cent of Regis- tration of Others to Total.
Calgary, Alta.	28,076	17,917	63.1	36.9	2,687	887	33.0	67.0	25,389	17,030	67.1	32.9
Charlottetown, P.E.I.	4,501	3,186	70.7	29.3	2,270	80	29.6	70.4	4,231	3,106	73.4	26.6
Halifax, N.S.	25,616	6,536	24.6	75.4	2,060	231	11.2	88.8	23,556	6,305	26.8	73.2
Hull, Que.	8,034	5,089	63.3	36.7	63	11	17.5	82.5	7,971	5,178	63.5	36.5
Kingston, Ont.	29,525	15,430	52.3	47.7	1,126	139	12.3	87.7	28,399	15,291	53.8	46.2
London, Ont.	29,203	15,587	53.3	46.7	1,120	119	10.6	89.4	28,083	15,468	55.1	44.9
Montreal, Que.	67,984	12,776	18.8	81.2	1,927	83	4.3	95.7	66,057	12,693	19.2	80.8
Quebec, Que.	39,584	19,082	49.2	50.8	321	37	11.5	88.5	39,263	19,045	48.2	51.8
Regina, Sask.	45,536	33,611	73.8	26.2	2,218	1,183	53.3	46.7	43,318	32,428	74.9	25.1
St. John, N.B.	16,902	7,290	43.1	56.9	1,349	263	19.5	80.5	15,553	7,027	45.1	54.9
Toronto, Ont.	63,893	14,689	23.0	77.0	6,280	390	6.2	93.8	57,613	14,299	24.8	75.2
Vancouver, B.C.	18,169	2,282	12.5	87.5	3,094	302	9.8	90.2	15,075	1,980	13.1	86.9
Winnipeg, Man. ¹	24,859	13,009	52.3	47.7	2,738	778	28.4	71.6	22,121	12,231	55.3	44.7
Total	401,882	166,484	41.4	58.6	25,253	4,503	17.8	82.2	376,629	161,981	43.0	57.0

¹ Includes Registration of Kenora, Ont.

TABLE 10.—Final Disposition of Claims for Exemption of Farmers by the three Tribunal Courts—By Registrars' Districts.

Registrars' Districts.	Local Tribunals' Dispositions.				Appeal Tribunals' Dispositions.				Central Appeal Judge's Dispositions.			
	Allowed Medical Low Category	Allowed Occupation.	Dis-allowed.	Un-disposed of.	Allowed Medical Low Category.	Allowed Occupation.	Dis-allowed.	Un-disposed of.	Allowed Medical Low Category.	Allowed Occupation.	Dis-allowed.	Un-disposed of.
Calgary, Alta.	1,900	11,916	586	26	26	2,322	181	8	2	6	29	28
Charlottetown, P.E.I.	317	2,154	54	7	39	256	172			8	88	11
Halifax, N.S.	1,697	2,014	390	66	110	896	360	5	2	172	221	372
Hull, Que.	395	2,192	117	1	43	1,836	129			111	246	
Kingston, Ont.	3,164	6,563	275	11	214	3,055	785	15	8	834	242	125
London, Ont.	3,581	8,883	394	33	58	1,859	254	10	4	185	230	97
Montreal, Que.	792	6,558	73	34	252	2,567	870	142	8	470	332	385
Quebec, Que.	1,066	7,261	38	256	154	1,295	31	2	116	3,491	5,231	104
Regina, Sask.	3,632	22,440	2,540		21	2,566	893			234	96	6
St. John, N.B.	1,595	3,859	601	109	76	2,470	278	10	1	11	15	2
Toronto, Ont.	3,583	5,427	612		1,252	2,473	594		96	207	55	
Vancouver, B.C.	784	5,686	78	10	42	2,280	27	6	2	49		16
Winnipeg, Man. ¹	1,629	2,769	806	46	177	3,801	2,168	9	9	647	188	12
Total.....	24,135	82,672	6,564	599	2,464	23,676	6,742	207	256	6,425	7,143	1,098

¹ Includes Kenora, Ont., District.

TABLE 12.—Registration of 19 Class—By Registrars' Districts.

Registrars' Districts.	Registration.	Percentage of Registration to Total Registration.
Calgary, Alta.....	4,228	5.4
Charlottetown, P.E.I.....	1,095	1.4
Halifax, N.S.....	4,702	5.9
Hull, Que.....	1,394	1.8
Kingston, Ont.....	6,988	8.8
London, Ont.....	7,603	9.6
Montreal, Que.....	13,469	17.1
Quebec, Que.....	7,793	9.9
Regina, Sask.....	5,932	7.5
St. John, N.B.....	4,403	5.6
Toronto, Ont.....	14,120	17.9
¹ Vancouver, B.C.....	2,630	3.3
² Winnipeg, Man.....	4,544	5.8
Total.....	78,901	100.0

¹Includes Registration of Dawson City, Y.T. District.²Includes Registration of Kenora, Ont., District.

TABLE 13.—Enlistments of 19 Class—By Registrars' Districts.

Registrars' Districts.	Registration.	Enlistments into C.E.F. Units.	Enlistments into Units Outside C.E.F.	³ Enlistments into the R.A.F.-B. Reserve.	Total Enlistments in all Units.	Percentage of Enlistments to Registration.
Calgary, Alta.....	4,228	89	56	35	180	4.3
Charlottetown, P.E.I.....	1,095	13	5	2	20	1.8
Halifax, N.S.....	4,702	35	49	4	88	1.9
Hull, Que.....	1,394	5			5	0.4
Kingston, Ont.....	6,988	96	4	35	135	1.9
London, Ont.....	7,603	187	1	54	242	3.2
Montreal, Que.....	13,469	32	7		39	0.3
Quebec, Que.....	7,793	157	39	10	206	2.6
Regina, Sask.....	5,932	114	39	94	247	4.1
St. John, N.B.....	4,403	20	8	3	31	0.7
Toronto, Ont.....	14,120	368	1,091	249	1,708	12.1
¹ Vancouver, B.C.....	2,630	196	7	29	232	8.8
² Winnipeg, Man.....	4,544	185	52	60	297	6.5
Total.....	78,901	1,497	1,358	575	3,430	4.3

¹Includes enlistments of Dawson City, Y.T. District.²Includes enlistments of Kenora, Ont. District.³Men shown as enlisted in the R.A.F. (B. Reserve) were never called out on active service and are therefore not included in the total of men made available under the M.S.A.

TABLE 14.—Disposition of Reviews by the three Tribunal Courts—By Registrars' Districts.

Registrars' Districts.	Re-views views Sche- duled to all Tri- bunals	Disposition of Reviews by Local Tribunals.				Disposition of Reviews by Appeal Tribunals.				Disposition of Reviews by Central Appeal Judge. (4)			
		Review Ap- peals from Local Tri- bunals.		Review Ap- peals from Appeal Tri- bunals.		Review Ap- peals from Appeal Tri- bunals.		Review Ap- peals from Appeal Tri- bunals.		Review Ap- peals from Appeal Tri- bunals.		Review Ap- peals from Appeal Tri- bunals.	
		Al- lowed	Dis- posed of.	Al- lowed	Dis- posed of.	Al- lowed	Dis- posed of.	Al- lowed	Dis- posed of.	Al- lowed	Dis- posed of.	Al- lowed	Dis- posed of.
		Time emp- tion.		Time emp- tion.		Time emp- tion.		Time emp- tion.		Time emp- tion.		Time emp- tion.	
Calgary, Alta.	9,073	393	5,982	1,587	6	648	27	4,777	51	1,193	522	11	147
Charlottetown, P.E.I.	635	39	37	50		4	10	471	118	106	247		31
Halifax, N.S.	3,445	2	2	2				2,728	1,511	525	678	14	219
Hull, Que.	2,774	2	1	1				2,121	261	1,568	204	88	842
Kingston, Ont.	3,076	198	507	109	9	186	112	2,522	197	1,785	469	71	674
London, Ont.	2,145	11	121	104	1			1,333	118	909	299	7	773
Montreal, Que.	5,428	1,308	322	320	53			1,438	778	212	106	342	70
Quebec, Que.	14,931												
Regina, Sask.	3,998	1,722	164	2,062		519	448	1,017	298	218	501		
St. John, N.B.	2,890	1,743	144	1,197	5	363	442	1,894	150	856	738	402	456
Toronto, Ont.	14,631	12	22	110				13,119	3,819	810	1,629	62	41
Vancouver, B.C.	1,666	138	689	447	7	273	18	5,221	49	1,166	12	65	48
* (4) Winnipeg, Man.	5,279								501	2,238	2,257	225	505
Totals	69,971	3,969	9,044	5,189	81	1,993	1,057	34,311	7,851	10,863	7,816	7,781	2,105
												684	1,764
												9,060	11,947
													2,605

¹ Includes Review Appeals taken from decisions of Local Tribunals.² Includes Review Appeals taken from decisions of Appeal Tribunals.³ Includes Kenora, Ont., District.⁴ See note (1), table 3.

TABLE 15-A.—Classification of Decisions of the three Tribunal Courts before and after Review—By Registrars' Districts.
Final Decisions of all Original Dispositions—(Exclusive Cancellations).

Dispositions of Cases.	Calgary, Alta.	Charlottetown, P.E.I.	Hallifax, N.S.	Hull, Que.	Kingston, Ont.	London, Ont.	Montreal, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Vancouver, B.C.	Winnipeg, Man.	Total.
Allowed for periods up to June, 1918.....	491	87	649	213	1,143	750	1,405	489	789	244	1,805	751	951	9,767
Allowed for periods June-Dec. 1918.....	451	565	515	235	1,081	1,183	2,137	435	471	714	1,152	777	840	11,156
Allowed until Dec. 31st, 1919.....	67	11	345	61	1,575	115	1,312	88	347	178	701	318	371	4,489
Allowed until Dec. 31st, 1920.....	4	1	1	4	24	6	49	14	2	.....	3	.....	5	113
Allowed later dates.....	1	.....	4	1	40	10	12	31	108	.....	.....	.....	.....	207
Allowed until another class called.....	1,339	441	571	53	1,068	498	781	310	3,653	429	2,284	765	1,367	13,559
Allowed—Agriculture.....	9,369	1,179	1,440	2,509	5,033	6,364	7,160	8,244	15,783	2,126	4,456	243	3,520	67,426
Allowed—Forestry.....	2	.....	56	143	4	2	32	839	13	48	8	37	1	1,185
Allowed—Marine.....	.....	32	629	14	12	45	26	416	2	167	35	154	10	1,542
Allowed—Utilities.....	151	3	37	18	27	61	142	225	302	21	40	22	19	1,068
Allowed—Work of National Importance.....	146	1	2,616	6	62	49	116	124	3	44	334	160	40	3,701
Allowed—Manufactures.....	.....	.....	17	9	3	16	76	12	.....	.....	16	21	14	186
Allowed—Railways.....	187	8	187	23	216	153	189	490	293	274	169	67	170	2,426
Allowed—Trades.....	84	15	106	5	186	127	649	649	110	82	59	52	31	2,155
Allowed—Professional.....	19	5	42	8	29	32	70	70	69	13	16	13	43	429
Allowed—Domestic.....	84	7	498	381	6	146	1,194	2,316	355	321	241	22	77	5,648
Allowed—Low Medical Category.....	4,558	449	4,190	676	5,971	6,303	14,697	4,777	5,315	3,528	17,569	4,111	4,336	76,480
Allowed—Religious Belief.....	38	.....	4	.....	7	176	2	3	149	.....	31	29	14	453
Allowed—Educational Training.....	4	.....	12	4	.....	13	112	77	3	11	6	.....	9	251
Allowed—War Time Elections Act.....	559	.....	22	.....	26	102	340	10	866	9	83	87	611	2,715
Allowed—Outside the class.....	723	3	88	50	134	225	108	116	1,752	39	1,301	360	214	5,133
Allowed—Miscellaneous.....	149	.....	1,559	78	5	18	2,102	728	.....	315	1,350	468	774	7,546
Undisposed of.....	183	15	21	11	491	115	1,074	560	116	123	1,782	118	306	4,915
Disallowed.....	1,708	442	3,390	635	3,949	3,298	8,067	1,989	4,091	2,251	11,032	4,621	4,457	49,930
Total.....	20,318	3,264	16,999	5,137	20,712	19,807	41,852	23,012	34,592	10,938	44,473	13,196	18,180	272,480

1 Includes Kenora, Ont., District.

TABLE 15-B.—Classification of Decisions of the three Tribunal Courts before and after Review—By Registrars' Districts.
Final Original Dispositions of all Decisions taken for Review.

Dispositions of Cases.	Calgary, Alta.	Charlottetown, P.E.I.	Halifax, N.S.	Hull, Que.	Kingston, Ont.	London, Ont.	Montreal, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Vancouver, B.C.	Winnipeg, Man. ⁽¹⁾	Total.
Allowed for periods up to June, 1918.....	189	19	47	55	15	418	395	209	387	49	309	101	51	2,244
Allowed for periods, June-Dec. 1918.....	201	178	60	118	.....	114	570	130	105	185	475	96	.....	2,232
Allowed until Dec. 31st, 1919.....	15	3	12	15	.....	3	57	38	1	22	50	5	.....	2,221
Allowed until Dec. 31st, 1920.....	2	.....	.....	2	.....	.....	21	14	1	.....	2	.....	2	44
Allowed until later dates.....	1	.....	.....	1	13	.....	4	28	60	.....	.....	.....	.....	108
Allowed until another class called.....	819	140	221	45	380	253	.....	248	428	209	1,783	703	.....	6,241
Allowed—Agriculture.....	6,051	219	911	1,899	2,419	484	1,436	7,745	1,476	1,240	3,453	223	1,012	30,469
Allowed—Forestry.....	1	.....	.....	113	3	.....	30	737	5	26	5	27	.....	987
Allowed—Marine.....	.....	20	185	11	3	12	21	368	2	95	15	94	4	830
Allowed—Utilities.....	15	.....	17	11	6	14	130	154	84	13	20	17	13	494
Allowed—Work of National Importance.....	72	.....	771	4	34	6	86	99	1	15	241	124	28	1,481
Allowed—Manufactures.....	.....	.....	12	8	2	2	44	9	.....	1	14	18	9	119
Allowed—Railways.....	54	.....	111	21	38	29	180	393	180	81	100	57	126	1,388
Allowed—Trades.....	43	9	58	5	113	59	350	523	57	40	52	39	19	1,367
Allowed—Professional.....	10	5	25	8	15	16	65	51	43	4	10	10	17	279
Allowed—Domestic.....	48	2	208	316	5	119	1,029	2,046	143	189	185	20	67	4,377
Allowed—Low Medical Category.....	1,328	28	83	85	25	578	702	1,160	895	535	6,085	85	483	12,072
Allowed—Religious Belief.....	7	1	4	.....	2	5	.....	.....	10	.....	19	16	4	68
Allowed—Educational Training.....	3	3	4	3	.....	.....	81	55	3	7	.....	.....	.....	166
Allowed—War Time Elections Act.....	23	.....	.....	.....	.....	3	175	.....	1	25	29	5	63	324
Allowed—Outside the class.....	27	1	2	17	2	7	43	20	17	1	352	6	.....	494
Allowed—Miscellaneous.....	38	.....	569	37	1	5	.....	638	.....	137	34	.....	.....	1,923
Undisposed of.....	58	.....	18	.....	.....	3	.....	68	.....	14	1,388	1	463	1,549
Disallowed.....	68	3	87	.....	.....	13	.....	196	75	27	6	19	.....	494
Total.....	9,073	635	3,445	2,774	3,076	2,145	5,428	14,931	3,998	2,890	14,631	1,666	5,279	69,971

¹ Includes Kenora, Ont., District.

TABLE 15-C.—Classification of Decisions of the three Tribunal Courts before and after Review—By Registrars' Districts.
Decisions of all Cases taken for Review.

Dispositions of Cases.	Calgary, Alta.	Charlottetown, P.E.I.	Halifax, N.S.	Hull, Que.	Kingston, Ont.	London, Ont.	Montreal, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Vancouver, B.C.	Winnipeg, Man. (1)	Total.
Allowed for periods up to June, 1918.....	23	23	25	21	21	20	18	109	37	24	35	31	387	
Allowed for periods June-Dec. 1918.....	3,642	100	387	1,012	976	821	560	3,102	155	1,234	496	572	2,307	15,364
Allowed until Dec. 31st, 1919.....	3,669	28	751	691	524	522	589	1,498	444	327	643	325	707	10,638
Allowed until Dec. 31st, 1920.....			1		5	1		2	1		3			13
Allowed until later dates.....									9					9
Allowed until another class called.....	4	17	6	16		13	30	23	64	12	75	5	12	277
Allowed—Agriculture.....	202	99	72	142	904	74	19	8	751	81	17	3		2,372
Allowed—Forestry.....									5					5
Allowed—Marine.....		3	12			1	1		2	3		2		24
Allowed—Utilities.....			2						14					16
Allowed—Work of National Importance.....	8		14	1			1			1	6	2		32
Allowed—Manufactures.....														2
Allowed—Railways.....	8	3	1			1	4		58	3	2	1		81
Allowed—Trades.....			2			3			20	3	1			29
Allowed—Professional.....									14		1			17
Allowed—Domestic.....	1		38	13		11	7	42	111	10	1			234
Allowed—Low Medical Category.....	110	41	141	94	33	22	2,043	405	102	79	3,972	119		7,161
Allowed—Religious Belief.....	3		1			1			2		2			11
Allowed—Educational Training.....														2
Allowed—War Time Elections Act.....	15			1	1		4		19	1	21	4		66
Allowed—Outside the class.....	14		5	13		6	4	49	45	3	347	22	8	546
Allowed—Miscellaneous.....			500	1		3	61	42	1	12	18			639
Undisposed of.....	24	13	654	142	152	80	821	251	312	127	7,385	70	367	10,398
Disallowed.....	1,410	308	832	625	460	566	1,286	9,400	1,832	970	1,604	507	1,878	21,678
Total.....	9,073	635	3,445	2,774	3,076	2,145	5,428	14,931	3,998	2,890	14,631	1,666	5,279	69,971

¹ Includes Kenora, Ont., District.

TABLE 16.—Medical Re-examinations—By Registrars' Districts.

	Medical Re-Examinations Ordered.						Total.	Total Men Re-Examined.						Total..
	Original Cat. A.		Original Cat. B.		Original Cat. C.			Original Cat. D.		Original Cat. E.		Original Cat. U. ²		
	Original Cat. A.	Original Cat. B.	Original Cat. B.	Original Cat. C.	Original Cat. C.	Original Cat. D.		Original Cat. D.	Original Cat. E.	Original Cat. E.	Original Cat. U. ²	Original Cat. U. ²	Original Cat. U. ²	
Calgary, Alta.	71	896	876	206	3,553	2,013	7,615	71	875	853	203	3,417	1,967	7,386
Charlottetown, P.E.I.	6	41	45	24	63	448	627	6	40	44	22	67	410	589
Halifax, N.S.	170	22	899	292	2,282	1,009	4,674	166	23	830	269	2,090	745	4,123
Hull, Que.	62	106	94	12	136	424	834	62	105	93	11	134	417	822
Kingston, Ont.	235	393	275	134	266	312	1,615	232	390	272	132	255	298	1,579
London, Ont.	175	56	598	924	2,971	377	5,101	157	52	549	835	2,741	271	4,605
Montreal, Que.	5	1,640	1,938	1,319	1,135	3,960	9,997	4	1,089	1,453	977	816	2,776	7,115
Quebec, Que.	136	35	370	68	863	338	1,810	118	32	324	53	758	299	1,584
Regina, Sask.	135	260	1,239	52	3,507	2,808	8,001	121	201	1,171	49	3,343	2,401	7,286
St. John, N.B.	39	512	756	191	1,904	256	3,658	40	454	655	140	1,666	207	3,162
Toronto, Ont.	284	2,118	5,173	1,037	4,599	4,849	18,080	259	1,844	4,568	870	3,958	3,366	14,865
Vancouver, B.C.	117	200	510	552	991	137	2,507	114	188	423	506	827	124	2,182
Winnipeg, Man. ¹	131	857	1,683	739	1,568	46	5,024	126	788	1,545	689	1,363	31	4,542
Totals.....	1,566	7,136	14,456	5,550	23,838	16,977	69,523	1,476	6,081	12,780	4,756	21,435	13,312	59,840

¹Includes Kenora, Ont., district.²Men shown under "U" Category are men who had had no previous medical examination.

TABLE 16.—Medical Re-examinations—By Registrars' Districts—*Con.*
RESULTS OF MEDICAL RE-EXAMINATIONS.

	New Cat. A	Orig- inal A	Orig- inal B	Orig- inal C	Orig- inal D	Orig- inal E	Orig- inal U ²	New Cat. B	Orig- inal A	Orig- inal B	Orig- inal C	Orig- inal D	Orig- inal E	Orig- inal U ²	New Cat. C	Orig- inal A	Orig- inal B	Orig- inal C	Orig- inal D	Orig- inal E	Orig- inal U ²
Calgary, Alta.	2,396	40	342	187	93	791	943	1,437	11	322	225	29	546	304	1,643	4	126	319	29	814	35
Charlottetown, P.E.I.	275	1	11	9	11	132	230	97	...	18	13	4	10	52	70	3	7	17	...	11	32
Halifax, N.S.	606	70	4	88	71	132	241	355	14	9	84	26	11	101	958	28	2	394	49	355	130
Hull, Que.	261	27	27	23	2	15	167	82	5	23	3	0	11	40	292	14	43	50	6	58	121
Kingston, Ont.	498	113	101	91	43	49	101	135	15	117	17	11	12	23	531	65	119	133	47	95	72
London, Ont.	1,470	80	21	195	324	751	99	231	9	16	60	46	91	9	1,071	17	9	170	175	648	52
Montreal, Que.	2,185	1	167	262	514	98	1,143	1,048	...	428	167	100	36	317	2,466	2	384	848	194	305	733
Quebec, Que.	213	30	6	44	7	83	43	56	7	4	6	4	27	8	72	9	3	28	5	19	8
Regina, Sask.	2,752	68	105	341	23	794	1,421	636	9	46	143	2	232	204	559	7	14	240	2	139	157
St. John, N.B.	1,247	25	263	255	74	557	73	473	8	116	112	116	213	8	749	3	46	221	26	407	46
Toronto, Ont.	4,079	160	526	1,001	352	536	1,504	2,192	21	627	688	116	338	402	5,297	40	509	2,409	187	1,450	702
Vancouver, B.C.	448	55	38	43	139	107	66	447	15	72	125	84	132	19	470	11	29	193	65	156	16
Winnipeg, Man. ¹	794	56	185	263	128	148	14	957	10	379	300	100	167	1	1,616	23	146	746	231	453	11
Totals	17,224	726	1,796	2,802	1,781	4,074	6,045	8,206	124	2,177	1,943	538	1,936	1,488	15,788	226	1,437	5,708	1,016	4,910	2,431

¹Men shown under "U" Category are men who had had no previous medical examination.

Includes Kenora, Ont. district.

TABLE 16.—Medical Re-examinations—By Registrars' Districts—Con.
RESULTS OF MEDICAL RE-EXAMINATION—Con..

	New Cat. D	Original A.	Original B.	Original C.	Original D.	Original E.	Original U. ²	New Cat. E	Original A.	Original B.	Original C.	Original D.	Original E.	Original U. ²
Calgary, Alta.....	37	.....	5	2	6	17	7	1,873	16	80	120	46	1,249	362
Charlottetown, P.E.I.....	14	.....	1	.....	4	.....	8	133	1	3	5	3	33	88
Halifax, N.S.....	153	5	2	23	30	69	24	2,051	49	6	241	93	1,413	249
Hull, Que.....	11	.....	2	5	.....	1	3	176	16	10	12	3	49	86
Kingston, Ont.....	34	11	6	7	8	.....	2	321	28	47	24	23	99	100
London, Ont.....	172	6	1	9	114	28	14	1,661	45	5	115	176	1,223	97
Montreal, Que.....	3	.....	1	.....	.....	.....	2	1,413	1	109	176	169	377	581
Quebec, Que.....	18	3	.....	.....	2	8	5	1,225	69	19	246	35	621	235
Regina, Sask.....	57	3	5	16	3	16	14	3,282	34	31	481	19	2,162	605
St. John, N.B.....	61	3	5	6	8	37	2	632	1	24	61	16	452	78
Toronto, Ont.....	396	7	40	76	110	60	103	2,901	31	142	394	105	1,574	655
Vancouver, B.C.....	158	12	20	8	71	44	3	659	21	29	54	147	388	20
Winnipeg, Man.,.....	571	31	63	146	185	143	3	610	6	15	90	45	452	2
Totals.....	1,685	82	151	298	541	423	190	16,937	318	520	1,969	880	10,092	3,158

¹Includes Kenora, Ont., district. ²Men shown under "U" Category are men who had had no previous medical examination.

TABLE 17.—Registration of Americans Resident in Canada—By Registrars' Districts.

Classification.	Registrars' Districts.													
	Calgary, Alta.	Charlottetown, P.E.I.	Hillifax, N.S.	Hull, Que.	Kington, Ont.	London, Ont.	Montreal, Que.	Quebec, Que.	Regina, Sask.	St. John, N.B.	Toronto, Ont.	Vancouver, B.C.	Winnipeg, Man.	Total.
													(1)	
Diplomatic Exemption.....			2	3		1	5				1	1		13
Consular Registrants.....	6,992	36	210	16	313	1,216	1,963	144	1,737	110	3,084	870	1,668	18,359
Class I Registrants Who Reported for Service.....	23		4		4	5	14		29		10	11	8	108
Class I Registrants Who Claimed Exemption.....	275	5	25	12	57	42	1,276	23	58	23	51	192	39	2,078
19 Class Registrants Who Reported for Service.....			1		4	3	10			1	3	1	1	24
19 Class Registrants Who Claimed Exemption.....	32		1	2	8	11	77	1		5	15	15		167
Gross Total of Classes 2, 3, 4, 5 and 6 Registrants Who Reported for Service.....	37	1	3		7	11	11		11	1	30	44	7	163
Gross Total of Classes 2, 3, 4, 5 and 6 Registrants Who Claimed Exemption.....	630	5	47	8	136	130	579	29	218	59	216	663	83	2,903
Registrants Unclassified.....	98	3	7	2	34	87	396	28	4,157	59	640	2,598	148	8,257
Total Registration.....	8,087	50	300	43	563	1,506	4,331	225	6,310	258	4,050	4,395	1,954	32,072

(1) Includes Kenora, Ont., District.

TABLE 18.—Disposition of Diplomatic Exemptions Applied for by Canadians resident in the United States.

State.	Total Cases Scheduled.	Refused Exemption.	Granted Exemption on Account of Military Service.	Granted Exemption Clergy.	Granted Exemption in Canadian National Interest.	Granted Exemption Education in Canadian National Interest.	Granted Exemption Medically Unfit.	Granted Exemption Registered Under M.S.A.	No Jurisdiction.	No Claims or Claim Withdrawn.
1 Alabama.....	5	1	1	1			1			2
2 Arizona.....	12	3					6			2
3 Arkansas.....	4	2	1				1			1
4 California.....	69	7	8	2	7		30	1	8	6
5 Colorado.....	2						8			1
6 Connecticut.....	18	4	1	1					2	2
7 Delaware.....							6	2		1
8 District of Columbia.....	39	3	7		20		1		2	1
9 Florida.....	7	1	2	1						1
10 Georgia.....	2	1								
11 Idaho.....										
12 Illinois.....	66	15	6	4	8	7	18	1		8
13 Indiana.....	12	6	2	1			1			1
14 Iowa.....	4	2					1			1
15 Kansas.....	2	2								
16 Kentucky.....	2			1			1			1
17 Louisiana.....	7	2	1		1		2		2	67
18 Maine.....	112	27	3		8		3	2	1	
19 Maryland.....	4		2	2	1	1	3		3	48
20 Massachusetts.....	127	34	4	2	4		30	2	4	61
21 Michigan.....	141	22	6	5	5		38	5	2	8
22 Minnesota.....	40	14	3	1	6		5	1	2	
23 Mississippi.....										
24 Missouri.....	13	4		1	1		3		1	3
25 Montana.....	13	6	1	1					1	4
26 Nebraska.....	4	1					2			1
27 Nevada.....	1	1								
28 New Hampshire.....	18	12					3	1		2
29 New Jersey.....	23	5	3	1	4		5		5	5
30 New Mexico.....										
31 New York.....	315	63	23	5	74	2	95	8	3	42
32 North Carolina.....	2			1						1
33 North Dakota.....	7	3		1			1		1	1
34 Ohio.....	38	9	1	1	10		7	2	3	5
35 Oklahoma.....	4	1					2			1
36 Oregon.....	29	5	3		7	2	3	2	1	6

37 Pennsylvania.....	69	10	10	2	16		26	1	1	3
38 Rhode Island.....	15	5	1	1	1		3			4
39 South Carolina.....	3	2					1			
40 South Dakota.....	5	1					1	1		2
41 Tennessee.....	1									1
42 Texas.....	13	7	1	2	1					2
43 Utah.....	2									1
44 Vermont.....	18	2	1	1	6		2	1		1
45 Virginia.....	7	1	3	1				2		4
46 Washington.....	39	7	5	1	6	1	11	1		2
47 West Virginia.....	3			1					2	5
48 Wisconsin.....	8	3		1	1	2	1			2
49 Wyoming.....	2			1						1
50 Alaska.....	3				1		2			1
51 Hawaii.....										
52 Porto Rico.....	5				4			1		1
Miscellaneous.....	43	5			4		4		1	26
Totals.....	1,388	303	98	37	196	17	328	33	39	337

TABLE 19.—Sources from which Class I Registrants who claimed Exemption were made available for Military Service—By Registrars' Districts.

Registrars' Districts.	Sources from which Registrants who Claimed Exemption were made Available.					Total of Registrants who Claimed Exemption but were made Available.
	Local Tribunals Original Operations.	Appeal Tribunals Original Operations.	Central Appeal Judge Original Operations.	All Tribunals Review Operations.	Cancellation of Exemptions of 20-22 Class.	
Calgary, Alta.....	1,425	421	124	1,112	4,224	7,306
Charlottetown, P.E.I.....	196	128	88	559	601	1,572
Halifax, N.S.....	1,867	585	203	1,297	4,258	8,210
Hull, Que.....	495	196	52	645	2,160	3,548
Kenora, Ont.....	243	183	27	309	156	918
Kingston, Ont.....	1,981	2,231	392	2,052	4,549	11,205
London, Ont.....	1,778	986	561	1,514	5,188	10,027
Montreal, Que.....	3,513	4,451	3,445	2,961	12,012	26,382
Quebec, Que.....	1,029	261	768	7,700	12,168	21,926
Regina, Sask.....	2,257	855	89	3,312	5,937	12,450
St. John, N.B.....	1,526	851	45	1,710	2,960	7,092
Toronto, Ont.....	4,713	2,435	430	4,343	8,295	20,216
Vancouver, B.C.....	2,870	1,079	117	1,742	606	6,414
Winnipeg, Man.....	2,140	1,853	251	2,632	2,496	9,372
Total.....	26,033	16,515	6,592	31,888	65,610	146,638

TABLE 20.—Sources from which the Gross total of Class I men made available for Service were obtained—By Registrars' Districts.

Registrars' Districts.	Manner by which Men were made Available.								Gross Total of Men Made Available.
	Re-reported for Service.	Local Tribunals Original Operation.	Appeal Tribunals Original Operations.	Central Appeal Judge Original Operations.	All Tribunals Review Operations.	En-listed 19-year old Class.	Cancellation 20-22 Class.	Group I Defaulters Apprehended	
Calgary, Alta.....	1,602	1,425	421	124	1,112	145	4,224	818	9,871
Charlottetown, P.E.I.....	147	196	128	88	559	20	601	1	1,739
Halifax, N.S.....	1,031	1,867	585	203	1,297	80	4,258	1,801	11,122
Hull, Que.....	50	495	196	52	645	5	2,160	2	3,620
Kenora, Ont.....	202	243	183	27	309	14	156	3	1,134
Kingston, Ont.....	758	1,981	2,231	392	2,052	135	4,549	940	13,021
London, Ont.....	892	1,778	986	561	1,514	188	5,188	831	11,938
Montreal, Que.....	1,555	3,513	4,451	3,445	2,961	39	12,012	1,561	29,537
Quebec, Que.....	284	1,029	261	768	7,700	206	12,168	241	22,657
Regina, Sask.....	1,371	2,257	855	89	3,312	239	5,937	803	14,863
St. John, N.B.....	853	1,526	851	45	1,710	31	2,960	1,095	9,071
Toronto, Ont.....	5,864	4,713	2,435	430	4,343	1,744	8,295	1,228	29,052
Vancouver, B.C.....	1,913	2,870	1,079	117	1,742	203	606	1,187	9,717
Winnipeg, Man.....	1,506	2,140	1,853	251	2,632	223	2,496	1,490	12,591
Total.....	18,028	26,033	16,515	6,592	31,888	3,272	65,610	11,995	179,933

¹ Group I Defaulters included in Halifax total.² Group I Defaulters included in Kingston total.³ Group I Defaulters included in Winnipeg total.

TABLE 21.—Disposition of Class 1 men made available for Service—By Registrars' Districts.

Registrars' Districts.	Disposition of Available IV.											
	Available I. 1	Deduct Men who were Imme- diately Available for Call.	Available II. 1	Deduct Men Returned to Regis- trars' Records.	Available III. 1	Deduct Group III Absentees Unappre- hended.	Available IV. 1	Volun- tarily Reported to Units Outside the C.E.F.	Volun- tarily Reported as Ordered. Units.	Group III Absentees Appre- hended.	Group I Absentees Appre- hended.	
Calgary, Alta.	9,871	814	9,057	1,164	7,893	282	7,611	326	1,067	5,510	158	550
Charlottetown, P.E.I.	1,739	397	1,342	154	1,188	8	1,180	.....	93	989	31	67
Halifax, N.S.	11,122	1,487	9,635	1,626	8,009	1,211	6,798	65	1,067	4,456	123	1,087
Hull, Que.	3,620	188	3,432	167	3,265	1,902	1,363	.....	147	1,216	2	.....
Kenora, Ont.	1,134	174	960	32	928	71	857	57	188	612	3	.....
Kingston, Ont.	13,021	1,474	11,547	898	10,649	917	9,732	231	1,818	6,446	299	938
London, Ont.	11,938	1,828	10,110	1,442	8,668	195	8,473	218	1,612	5,820	256	567
Montreal, Que.	29,537	2,850	26,687	2,901	23,786	8,618	15,168	714	2,874	9,818	497	1,565
Quebec, Que.	22,657	5,947	16,710	2,682	14,028	7,374	6,654	183	1,012	4,782	436	241
Regina, Sask.	14,863	3,185	11,678	1,134	10,544	514	10,030	302	1,224	7,298	549	657
St. John, N.B.	9,071	1,405	7,666	360	7,306	372	6,934	69	1,204	4,415	226	1,020
Toronto, Ont.	29,052	3,544	25,508	1,493	24,015	1,952	22,063	4,343	4,216	11,759	469	1,276
Vancouver, B.C.	9,717	1,339	8,378	712	7,666	413	7,253	552	1,584	3,915	332	870
Winnipeg, Man.	12,591	1,593	10,998	1,343	9,655	310	9,345	613	1,838	5,572	116	1,206
Total	179,933	26,225	153,708	16,108	137,600	24,139	113,461	7,673	19,644	72,608	3,492	10,044

¹ For definitions see section IV, Part I.² Included in Kingston, Ont., District.³ Included in Winnipeg, Man., District.

TABLE 22.—Final Medical Categories of Class I men—By Registrars' Districts.

Registrars' Districts.	Medical Categories of Report for Service Registrants.					Medical Categories of Claim for Exemption Registrants.					Total Medical Categories of all Registrants.		
	Medical Category "A."	Medical Category "U," "B."	Medical Category "C."	Medical Category "D."	Medical Category "E."	Total Medical Categories.	Medical Category "A."	Medical Category "U."	Medical Category "B."	Medical Category "C."		Medical Category "D."	Medical Category "E."	Total Medical Categories.
Calgary, Alta.	1,167	136	251	409	8	2,687	9,792	8,714	1,774	1,811	53	3,245	25,389
Charlottetown, P.E.I.	127	17	23	11	92	270	1,198	1,972	245	160	17	639	4,231
Halifax, N.S.	908	296	187	195	39	2,060	6,688	8,263	1,958	1,710	416	4,521	23,556
Hull, Que.	25	15	9	8	6	63	1,763	4,198	467	636	27	880	7,971
Kenora, Ont.	123	15	70	80	2	347	1,060	138	233	304	45	217	1,997
Kingston, Ont.	642	63	110	192	3	1,126	10,247	6,877	2,548	3,689	31	5,007	28,399
London, Ont.	696	68	154	77	8	1,120	9,000	8,215	2,372	2,002	276	6,218	29,203
Montreal, Que.	827	288	246	309	26	1,927	14,932	25,266	6,198	9,672	562	9,427	67,984
Quebec, Que.	75	198	14	20	14	321	4,402	24,207	2,018	2,777	339	5,520	39,263
Regina, Sask.	1,070	120	259	203	7	2,218	14,121	19,969	2,728	1,250	58	5,192	43,318
St. John, N.B.	649	195	140	138	14	1,349	6,316	3,501	1,216	1,432	103	2,925	15,553
Toronto, Ont.	3,253	346	1,770	475	40	6,280	23,594	5,770	6,792	10,320	556	10,581	57,613
Vancouver, B.C.	1,558	66	1,444	362	16	3,094	6,322	1,663	2,084	1,483	96	3,427	15,075
Winnipeg, Man.	528	843	324	379	30	2,391	7,831	4,983	2,558	2,477	347	1,928	20,124
Total	11,708	2,666	4,001	2,858	193	25,253	117,266	123,736	33,191	39,723	2,986	59,727	376,029
													401,882

TABLE 23.—Ratio of Available I, II, III, and IV men obtained to Class I Registration of Registrars' Districts.

Registrars' Districts.	Class I Regis- tra- tion. ¹	"Avail- able I" ²	Percentage of Regis- tration.	Avail- able II" ²	Percentage of Regis- tration.	Avail- able III" ²	Percentage of Regis- tration.	Avail- able IV" ²	Percentage of Regis- tration.
Calgary, Alta.....	28,626	9,871	34.5	9,057	31.6	7,893	27.6	7,611	26.6
Charlottetown, P.E.I.....	4,568	1,739	38.1	1,342	29.4	1,188	26.0	1,180	25.8
Halifax, N.S.....	26,703	11,122	41.7	9,635	36.1	8,009	30.0	6,798	30.0
Hull, Que.....	8,034	3,620	45.1	3,432	42.7	3,265	40.6	1,363	17.0
Kenora, Ont.....	2,344	1,134	48.4	960	41.0	928	39.6	857	36.6
Kingston, Ont.....	30,463	13,021	42.7	11,547	37.9	10,640	35.0	9,732	31.9
London, Ont.....	29,770	11,938	40.1	10,110	34.0	8,668	29.1	8,473	28.5
Montreal, Que.....	69,549	29,537	42.5	26,887	38.4	23,786	34.2	15,168	21.8
Quebec, Que.....	39,825	22,657	56.9	16,710	42.0	14,028	35.2	6,654	16.7
Regina, Sask.....	46,193	14,863	32.2	11,978	25.3	10,544	22.8	10,030	21.5
St. John, N.B.....	17,922	9,071	50.6	7,666	42.8	7,306	40.8	6,934	39.0
Toronto, Ont.....	65,169	29,052	44.6	25,508	39.1	24,015	36.9	22,063	33.8
Vancouver, B.C. ³	19,039	9,717	51.0	8,378	44.0	7,666	40.3	7,253	38.1
Winnipeg, Man.....	23,721	12,591	53.1	10,998	46.4	9,655	40.7	9,345	39.4
Totals.....	414,926	179,933	43.3	153,708	37.4	137,600	33.2	113,461	27.3

¹ Includes Group I defaulters on strength.² For definition, see section IV, Part I.³ Includes Dawson City, Y.T.

TABLE 24.—Total Cost to January 31, 1919—By Registrars' Districts.

Registrars' Districts.	Head ¹ Office.	Registrars' Organizations.	Local Tribunals.	Appeal Tribunals.	Central Appeal Court. ²	Totals.
	\$	\$	\$	\$	\$	\$
Calgary, Alta.....	37,595.85	294,979.70	36,592.06	949.40	2,352.21	372,469.22
Charlottetown, P.E.I.....	4,827.11	24,687.72	4,721.01	253.05	940.69	35,429.58
Halifax, N.S.....	28,929.49	106,035.14	25,664.38	1,443.80	11,993.90	174,066.71
Hull, Que.....	8,687.19	48,456.71	12,974.92	4,576.18	3,994.23	78,689.23
Kenora, Ont.....	1,938.04	19,216.65	3,285.22	158.50	1,500.00	26,098.41
Kingston, Ont.....	35,655.81	132,835.47	33,862.58	1,806.75	12,305.00	216,465.61
London, Ont.....	35,651.81	121,225.91	29,756.86	1,576.68	8,762.00	195,973.26
Montreal, Que.....	79,974.82	358,875.23	92,857.00	12,127.66	63,030.25	606,864.96
Quebec, Que.....	43,851.00	229,283.57	85,678.06	5,899.75	89,113.23	453,827.63
Regina, Sask.....	53,489.22	228,187.65	59,726.14	1,124.37	6,819.72	349,347.10
St. John, N.B.....	20,718.47	67,149.02	19,157.65	1,715.08	1,411.53	110,151.75
Toronto, Ont.....	76,591.74	383,074.72	44,056.85	2,685.38	22,202.52	528,611.21
Vancouver, B.C. ³	23,620.53	232,353.39	25,858.77	1,360.40	2,587.13	285,780.22
Winnipeg, Man.....	27,480.62	170,166.91	20,907.72	1,180.21	7,906.85	227,642.31
Totals.....	479,011.70	2,416,527.79	495,099.22	35,857.21	234,921.28	3,661,417.20

¹Includes also advertising, printing, supplies, diplomatic exemption registrations, etc., distribution being made according to district registrations.²Distribution made according to numbers of cases scheduled to that Court.³Includes \$1,559.01 Dawson City, Y.T.

TABLE 25.—Cost per Registrant—By Registrars' Districts.

Registrars' Districts.	Registrations.					Costs.	
	Class 1.	Group 1 Defaulters on Strength.	19 Class.	Americans.	Total.	Total Cost.	Cost per Registrant— per Class 1 Registrant.
						\$	\$
Calgary, Alta.	28,076	550	4,228	8,087	40,941	372,469.22	13.25
Charlottetown, P.E.I.	4,501	67	1,095	50	5,713	35,429.58	7.87
Halifax, N.S.	25,616	1,087	4,702	300	31,705	174,066.71	6.83
Hull, Que.	8,034	¹ 1,087	1,394	43	9,471	78,089.23	9.79
Kenora, Ont.	2,344	²	²	²	2,344	26,098.41	11.13
Kingston, Ont.	29,525	938	6,988	563	38,014	216,465.61	7.33
London, Ont.	29,203	567	7,603	1,506	38,879	195,973.26	6.72
Montreal, Que.	67,984	1,565	13,469	4,331	87,349	606,864.96	8.93
Quebec, Que.	39,584	241	7,793	225	47,843	453,827.63	11.46
Regina, Sask.	45,536	657	5,032	6,310	58,435	349,347.10	7.67
St. John, N.B.	16,902	1,020	4,403	6,258	22,583	110,151.75	6.52
Toronto, Ont.	63,893	1,276	14,120	4,050	83,339	528,611.21	8.26
Vancouver, B.C. ³	18,169	870	2,630	4,395	26,064	285,780.22	15.73
Winnipeg, Man.	22,515	1,206	4,544	1,954	30,219	227,642.31	10.11
Total	401,882	10,044	78,901	32,072	522,899	3,661,417.20	9.11
							7.02

¹Included in Kingston, Ont.²Included in Winnipeg, Man.³Includes Dawson City, Y.T.

TABLE 26.—Cost per Man made Available—By Registrars' Districts.

Registrars' Districts.	"Avail- able I" ¹	"Avail- able II" ¹	"Avail- able III" ¹	"Avail- able IV" ¹	Total Cost.	Cost Per "Avail- able I" ¹	Cost Per "Avail- able II" ¹	Cost Per Avail- able III"	Cost Per "Avail- able IV"
					\$	\$	\$	\$	\$
Calgary, Alta.....	9,871	9,057	7,893	7,611	372,469.22	37.73	41.12	47.06	48.94
Charlottetown, P.E.I.....	1,739	1,342	1,188	1,180	35,429.58	20.37	26.40	29.82	30.02
Halifax, N.S.....	11,122	9,635	8,009	6,798	174,066.71	15.65	18.07	21.73	25.60
Hull, Que.....	3,620	3,432	3,265	1,363	78,689.23	21.76	22.93	24.10	25.60
Kenora, Ont.....	1,134	960	928	857	26,098.41	23.01	27.06	28.12	30.45
Kingston, Ont.....	13,021	11,547	10,649	9,732	216,465.61	16.62	19.61	20.32	22.24
London, Ont.....	11,938	10,110	8,668	8,473	195,973.26	16.42	19.38	22.61	23.13
Montreal, Que.....	29,537	26,687	23,786	15,168	606,864.96	20.55	22.66	25.51	40.00
Quebec, Que.....	22,657	16,710	14,028	6,694	453,827.63	20.03	27.16	32.35	68.20
Regina, Sask.....	14,863	11,678	10,544	10,030	349,347.10	23.50	29.91	33.13	34.83
St. John, N.B.....	9,071	7,666	7,306	6,934	110,151.75	12.14	14.37	15.07	17.33
Toronto, Ont.....	29,052	25,608	24,015	22,063	528,611.21	18.20	20.72	22.01	23.87
Vancouver, B.C. ²	9,717	8,378	7,666	7,253	285,780.22	29.41	34.11	37.28	39.40
Winnipeg, Man.....	12,591	10,998	9,655	9,345	227,642.31	18.08	20.70	23.58	24.35
Total.....	179,933	153,708	137,600	113,461	3,661,417.20	20.35	23.82	26.61	32.27

¹For definitions see section IV, Part 1. ²Includes Dawson City, Y.T.

TABLE 27.—Ratio of Defaulters to total Number of Men Ordered to Report or Voluntarily Reporting—By Registrars' Districts.

Registrars' Districts.	Number of Men Ordered to Report or Enlisted.	Number of Men who Defaulted their Order to Report			Percentage of Defaulters to Men Ordered or Enlisted.
		Apprehended.	Un-apprehended.	Total.	
Calgary, Alta.....	8,310	158	282	440	5.3
Charlottetown, P.E.I.....	1,121	31	8	39	3.5
Halifax, N.S.....	7,977	123	1,211	1,334	16.7
Hull, Que.....	3,458	¹	1,902	1,902	55.0
Kenora, Ont.....	949	²	71	71	7.5
Kingston, Ont.....	10,505	299	917	1,216	11.6
London, Ont.....	9,204	256	195	45	4.9
Montreal, Que.....	25,871	497	8,618	9,115	35.2
Quebec, Que.....	16,775	436	7,374	7,810	46.6
Regina, Sask.....	11,079	549	514	1,063	9.6
St. John, N.B.....	6,661	226	372	598	9.0
Toronto, Ont.....	24,138	469	1,952	2,421	10.0
Vancouver, B.C.....	7,162	332	413	745	10.4
Winnipeg, Man.....	9,470	116	310	426	4.5
Total.....	142,680	3,492	24,139	27,631	19.4

¹ Included in Kingston, Ont., District.² Included in Winnipeg, Man., District.

TABLE 28.—Monthly Totals of Recruits obtained for Canadian Expeditionary Force from August, 1914, to November, 1918.

Period.	Monthly Totals of Enlistments.	Yearly Totals of Enlistments.
Up to December 31, 1915 ¹		205,943
January, 1916.....	29,212	
February.....	26,658	
March.....	32,819	
April.....	23,289	
May.....	15,090	
June.....	10,796	
July.....	8,675	
August.....	7,267	
September.....	6,357	
October.....	6,036	
November.....	6,519	
December.....	5,789	178,507
January, 1917.....	7,694	
February.....	7,630	
March.....	6,630	
April.....	5,318	
May.....	6,406	
June.....	6,314	
July.....	3,871	
August.....	3,110	
September.....	3,512	
October.....	2,452	
² November.....		
² December.....		52,937
January, 1918.....	13,934	
February.....	17,361	
March.....	6,326	
April.....	12,303	
May.....	17,313	
June.....	26,797	
July.....	12,378	
August.....	1,175	
September.....	3,570	
October.....	12,348	
Up to November 11, 1918.....	6,064	129,569
Total.....		566,956

¹ Monthly totals not obtainable previous to January, 1916.

² There was a large number of men who voluntarily enlisted during these periods, but no men were ordered to report under the M.S.A. until January 3, 1918. The voluntary enlistments for these periods are included in the January, 1918, total.

NOTE.—Beside the total of 129,569 Class I men obtained during the period of operations of the M.S.A., there were also 29,007 men enlisted in the Canadian Expeditionary Force who were outside Class I and are not included in the Table.

TABLE 29.—Monthly totals of Casualties which took place in the Canadian Expeditionary Force from August, 1914, to January, 1919, as Reported to Militia Headquarters, Ottawa—*Concluded*.

Months.	Killed in Action.	Died of Wounds	Died of Disease.	Wound- ed.	Prison- ers of War.	Pre- sumed Dead.	Missing.	Total.	—
1919.									
January 15	18	17	80	40	.....	11	.....	166	
	35,684	12,437	² 4,397	155,839	³ 3,049	4,682	⁴ 9,165	225,253	

¹ Monthly figures of casualties previous to December 31, 1915, not available.

² 2,287 deaths in Canada not included.

³ Of this total, 2,647 officers and other ranks have subsequently been reported as died, whilst prisoners of war.

⁴ Of this total, 8,767 officers and other ranks have subsequently been reported killed in action, presumed dead, etc.

TABLE 30.—Comparison by Monthly periods of Recruits obtained under Volunteer System for thirteen months previous to the Enactment of Military Service Act and for the subsequent thirteen months.

Monthly Periods under Volunteer System.	Totals Monthly Enlistments for the Thirteen Months previous to the Enactment of the M.S.A.	Monthly Periods under the Draft System.	Totals Monthly Enlistments during the Thirteen Months Operations of the M.S.A.
October, 1916.....	6,036	¹ From October 13, 1917.....	
November.....	6,519	¹ November.....	
December.....	5,789	¹ December.....	
January, 1917.....	7,694	January, 1918.....	13,934
February.....	7,630	February.....	17,361
March.....	6,630	March.....	6,326
April.....	5,318	April.....	12,303
May.....	6,406	May.....	17,313
June.....	6,314	June.....	26,797
July.....	3,871	July.....	12,378
August.....	3,110	August.....	1,175
September.....	3,512	September.....	3,570
Up to October 15, 1917.....	2,452	² October.....	18,412
Total.....	71,281	Total.....	129,569

¹ No call was made under the M.S.A. until January 3, 1918; enlistments of Class I men, however, took place during the period October 13, 1917 to January 3, 1918, and these enlistments are included in the January 1918 total.

² Includes enlistments up to November 11, 1918.

NOTE.—Besides the total of 129,569 Class I enlistments, there were obtained during the period of operations of the Military Service Act, 29,007 enlistments outside of Class I, which are not included in this or any other table of this Report.

TABLE 31.—Operations of the Special Dominion Police connected with the Military Service Branch, Department of Justice, January 8, 1918, to June 5, 1918.

District.	Number of Investigations Made.	Number of Apprehensions Made.	Number of Defaulters Turned over to Military Authorities.	Strength of Police Force.
No. 1—London.....	8,613	933	401	56
No. 2—Toronto.....	75,784	4,336	1,565	167
No. 2 and 10—Fort William.....	1,725	1,674	939	42
No. 3—Ottawa.....	29,715	3,233	1,476	185
No. 4—Montreal.....	1,775	395	287	64
No. 5—Quebec.....	1,323	1,796	1,675	104
No. 6—Maritime Provinces.....	19,450	958	483	46
No. 10—Winnipeg.....	2,614	564	485	42
No. 11—Vancouver.....	645	121	97	12
No. 12—Regina.....	1,053	162	123	41
No. 13—Calgary.....	10,144	370	225	28
Total.....	152,841	14,542	7,756	787

PART IV.

REPORTS OF REGISTRARS UNDER THE MILITARY SERVICE ACT.

I. CALGARY, ALTA.—M.D. 13.

J. M. CARSON, *Registrar*.

The district over which I have had jurisdiction covers the province of Alberta, and that part of the Northwest Territories lying to the north of it. Alberta is said to have about 480,000 inhabitants, of whom a considerable number are aliens, some 5 per cent being Americans and many of alien enemy origin.

As might be expected, a large number of the people of Alberta live at outlying points, and experience considerable difficulty in travelling. This statement in particular applies to that vast area lying north of Edmonton, which part of Alberta has little or no railway service. Some registrants in the far North required thirty days' time to travel to Edmonton.

During the first few months of the operation of the Act several thousand farmers obtained exemption. In the spring and summer of 1918, their cases were nearly all reviewed by the District Public Representative appointed by me. Questionnaires were sent to them. After these were returned the Dominion Police visited the farms and submitted full reports regarding the registrants' land, the amount under cultivation, the amount of grain threshed the previous season, and the number and kind of live stock, etc. The cases were nearly all then reviewed by tribunals. If a man's habitual occupation was farming, and he was a producer of food, he was allowed exemption until 1st November (following harvest). Each of such men was required to furnish a detailed report to me of his previous season's operations, and, if satisfactory, was allowed a further exemption until 1st June (following seeding). I am of opinion that this procedure resulted in an increase of energy and a corresponding increase in acreage under cultivation. I venture to state that food production, particularly of grain and live stock, has been considerably increased as a result. I am of opinion that, with the exception of those whose exemptions were cancelled by the 20-22 Class Order in Council, practically every bona fide farmer and farm labourer registered in Alberta obtained exemption, as I constantly kept in mind the obligation cast on registrars by Order in Council to safeguard food production.

There were several hundred coal miners and mine workers registered under Class I in Alberta. Of these a large number were of alien enemy origin. During the early operation of the Act the officers of District No. 18 of the Coal Miners' Unions complained to me that local tribunals had refused to grant exemption to active coal miners. After I heard the complaint I kept in constant touch with these officers, particularly with Mr. Ed. Brown, its secretary. This gentleman and other officers of the district miners co-operated with me, with the result that all necessary active coal miners obtained exemption from the tribunals. I obtained from the various coal-mine owners and operators a monthly report regarding each miner, from which I compiled figures of the actual production of each coal miner registrant. If a miner claimed that his low production during a month was due to illness, his report had to be accompanied by a statement in writing by the mine doctor, certifying to the miner's illness. Each man's report was signed by the superintendent of the mine. I am of opinion that this procedure resulted in keeping the men at work, and I think it is safe to say caused the production of coal to be maintained, and probably increased. I should think that this procedure was helpful as well in many ways to the mine owners and operators.

A large number of registrants in Alberta were employed by the various railway companies operating in the province. A monthly report was obtained from the company respecting each man's work as in the case of coal miners above mentioned.

During the period the cases of all bank employees were handled by the Central Appeal Judge, bank managers, in Alberta appeared to be well pleased with the disposition of cases, and particularly with the scheme of selecting for military service those of each bank.

I found questionnaires very useful, in fact necessary. A general questionnaire was sent to nearly every claimant for exemption in Alberta. If a man alleged that he was supporting a dependent, a questionnaire was sent to the dependent. Questionnaires were sent to all employers named by registrants in their questionnaires. After February, 1918, questionnaires were sent to all employers of large numbers of men. These questionnaires were kept up to date. They afforded a good means of keeping check on registrants, and assisted me in discovering defaulters. They were also useful to tribunals. Generally speaking, I had little difficulty with employers. They were invariably fair and honest, and did not intentionally interfere with the operation of the Act.

Generally speaking, the 110 local tribunals did fairly good work. As might be expected, some of the tribunals were exceptionally good, others fair, and other not very satisfactory.

After the appointment by me of a public representative in February, 1918, very few of the local tribunals in Alberta were used. I selected what I believed to be a good local tribunal at each of the cities of Calgary, Edmonton, and Lethbridge. These three tribunals did splendid work and handled most of the local tribunal work after 4th February, 1918. Local Tribunal No. 26 at Calgary (Messrs. R. W. Trotter and F. J. Lawson) handled an average of 75 cases per day. It disposed of 9,558 cases since 23rd April, 1918. Local Tribunal No. 43 (Messrs. T. Dace and E. M. Butchard) at Edmonton disposed of approximately 50 cases per day. It handled 2,038 cases between 20th May, 1918, and 5th July, 1918. Local Tribunal No. 67 (Messrs. C. F. B. Conybeare, K.C., and W. Symonds) at Lethbridge, disposed of approximately 78 cases per day. It handled 1,020 cases between 2nd and 17th July, 1918.

The Honourable Chief Justice Harvey co-operated with me at all times. I wish particularly to refer to the untiring energy of the Honourable Mr. Justice Simmons, Judge of the Supreme Court of Alberta, and of His Honour Judge McNeill, Judge of the District Court of the District of MacLeod. Judge McNeill handled the bulk of the appeal tribunal work. He sat every day for many weeks, and handled frequently 75 cases per day. These two judges decided several thousand cases without any delays.

After 4th February, 1918, the papers in each case necessary to lay before the tribunals or Central Appeal Judge were accompanied by a factum prepared in my office in a uniform manner laid down by me. It contained a statement of all the important facts, including reference to necessary portions of the accompanying documents. Members of tribunals were kind enough to state that the factums were helpful to them and expedited their work. After 4th February, 1918, I attached a member of my staff to each of the three local special tribunals and to each of the appeal tribunals to expedite the disposal of cases and the despatch of notices of decisions to claimants.

The police force, while it was called the "Dominion Police," and later when known as "The Civil Section of the Canadian Military Police Corps," did excellent work. Its chief inspector, Capt. W. P. Lindsay (R.N.W.M.P.), co-operated with me at all times. I desire to pay tribute to his devotion to the work under the Act. The reports he supplied to me, particularly on questionnaires, were good and were handled promptly and efficiently. A comparison of these police reports with questionnaires were of great use to me and to tribunals.

In January 1918, when the first draftees were received at Depot Battalion pursuant to my orders, I lent that unit six stenographic typists and two male clerks. These

eight members of my staff were paid by me, and were continuously employed at the Depot Battalion for a period of about six weeks. During that time they were under the sole instructions of the Officer Commanding that battalion. During a period of about one month in May and June, 1918, I lent the Depot Battalion eight stenographic typists and three male clerks to assist in the orderly room during the time the 20-22 Class men reported for duty. These clerks were paid by me, but were under the instructions of the Officer Commanding Depot Battalion. On other occasions I lent clerks (paid by me) to various military units in the district. A member of my staff invariably attended the sittings of the Medical Board of Review to assist it in its work. For several weeks during September and October, 1918, an average of ten clerks were engaged in checking Part II Daily Orders of the Depot Battalion and entering the various items concerning draftees on cards corresponding to the men who had been taken on the strength.

Col. George Macdonald, District Officer Commanding M.D. 13, and the officers under his command co-operated with me in every way. If an apparent lack of co-operation existed in any instances, the same was not intentional.

The Medical Board of Review, which was established in March, 1918, did excellent work. It sat at various places in Alberta. It handled approximately 50 cases per day, except on days when I did not schedule that number. It raised the categories of several hundred men, without which the services of such men would not have been obtained for military or naval purposes. This board handled 8,964 cases. I am indebted to Lieut.-Col. C. F. McGuffin, D.S.O., the A.D.M.S. of M.D 13, and the officers under his command for valuable co-operation and their devotion to their part of the work under the Act

The Great War Veterans Association, and particularly its officers, assisted me in many ways. I obtained from its members useful information concerning registrants. Its members provided me with useful information in obtaining staff. A large number of its members who had been employed by me obtained excellent positions in the province. I am of opinion that their experience and training in my office fitted them to take other lucrative positions, and in many instances avoided the necessity and expense of government vocational training.

I probably had about an average number of claimants in this district, on the ground of conscientious objection. They covered a number of religions, some of which were not previously known to the general public. The Moravians, for example, I understand, are pretty well confined to this province, with a few probably in Saskatchewan. Some of the members of this sect claimed exemption on conscientious grounds, and most of them, in addition, claimed to be entitled to be discharged from military service under an Imperial statute passed in 1749 in the reign of His Majesty King George III. They claimed, and still claim, that this statute is in force in Canada. At the time the armistice was signed there was considerable adverse discussion and newspaper comment in Alberta regarding the arrival in the province of a large number of American Mennonites. It was claimed that they came here to escape military service.

Many registrants employed agents, many of whom were practising lawyers. It was often rumoured, and undoubtedly in many cases truly, that these agents received large fees from registrants. It is doubtful, however, if many of these agents practised dishonesty unless exacting exorbitant fees could be properly called dishonesty.

Every application by registrants to go to the United States was carefully considered. My consent was not in any case given as a mere matter of course. Even if the applicant's medical category was lower than that required for military service, I did not let him leave Canada on that mere ground. No applicant was permitted to be absent from Canada for a longer period than was necessary.

The following rules laid down by me under the general instructions received from Military Service Branch were rigidly adhered to:—

(a) Illness of the registrant supported by a doctor's certificate stating that it was necessary in the interest of the man's health that he should go to the United States.

(b) Illness of a near relative supported by reasonable evidence if obtainable and necessary.

(c) Brief trips for marriage or on urgent business.

Other applicants were informed that their duty was to remain in Canada and, if not physically fit for military service, or if exempt on other grounds, they were told that they should assist in carrying on business at home, while those physically fit and not otherwise exempt performed military service overseas.

Over 4,000 men of the 20-22 Class were ordered by me for duty pursuant to the April Order in Council. A considerable number of these were returned to my records on account of low category, many others were given harvest leave, and still others were granted leave of absence by Militia Headquarters at Ottawa on compassionate grounds. While there was considerable objection in the province to this Order in Council, it appeared to be received generally as a necessary measure in view of the then existing conditions on the Western Front.

Some 8,087 Americans registered with me under the British American Convention. None of them alleged diplomatic exemption. Nearly all of them had submitted themselves to the American Selective Draft Act, a few with local boards in the United States, but most of them with American Consuls in Canada. I am of the opinion that the number of American registrations with me in Alberta exceeded the combined American registrations of the other three western provinces, whose total population is nearly four times that of Alberta. This work in my office required a large staff for several weeks. I would like to refer to the kind and helpfull co-operation of Mr. S. C. Reat, American Consul for Alberta.

With few exceptions the newspapers of Alberta were not opposed to the operation of the Act. A few of them were outstanding in their assistance, and published many useful articles and editorials.

During my entire work the male members of my staff were nearly all returned soldiers, and most of these saw service in an actual theatre of war. I found the work of returned soldiers highly satisfactory. They were honest, zealous, and loyal. No doubt the services of female clerks could have been obtained at lower wages than I paid to returned soldiers. I was of opinion, however, that it was proper and that it was the will of the people of Canada that the men who had served in the Empire's army in France were entitled to the employment, even at higher wages than other clerks, particularly females, would have demanded. I have no hesitancy in stating that in addition to the satisfactory performance of their work, these returned soldiers by reason of the experience and training in my office were enabled to obtain and retain other good positions without government vocational training.

I wish to pay tribute to the loyalty and devotion of the members of my office staff. I find it difficult to "single out" particular persons, but I desire to mention Mr. C. S. Henley, District Public Representative, and Mr. L. McCausland, Assistant Registrar. Mr. Henley had charge since 4th February, 1918, of reviewing claims for exemption and the handling of questionnaires and reports of farmers, coal miners and railway employees. He did excellent work. Mr. McCausland performed general service. His chief work was the supervision of the very heavy and frequently difficult incoming and outgoing correspondence. His work was excellent.

May I be permitted, now that the work of registrars is about at an end, and my resignation as registrar has been accepted, to enable me to turn my attention to my private affairs to thank the Honourable the Minister of Justice, Mr. E. L. Newcombe,

C.M.G., K.C., Deputy Minister of Justice, and Lieut.-Col. H. A. C. Machin, Director of Military Service Branch, for support and encouragement throughout the entire period of my work. The "chief," as we all affectionately speak of Colonel Machin, is beloved and his work and talent admired by all registrars. I regret the severance of my official relationship with him and with the Department of Justice.

II. CHARLOTTETOWN, P.E.I.—M.D. 6.

W. W. STANLEY, *Registrar*.

The office of the registrar, under the Military Service Act, for the province of Prince Edward Island was established on the tenth day of October, 1917. A staff of twenty was engaged, which in November, 1917, when the first rush of work was over, was reduced to eleven, the latter being the number employed at the time the files were transferred to Halifax.

Fifteen local tribunals were instituted and in order evenly to distribute the work, some cases were scheduled to tribunals sitting outside the electoral districts in which the registrants affected resided. On account of this, dissatisfaction was expressed by parties, who claimed that it was done for suspicious purposes, which, however, was by no means the case. All tribunals, with one exception, remained active until the scheduling of cases for Review was commenced, and in order to expedite the accomplishment of this work, only those tribunals presided over by County Court Judges were used.

Two travelling Medical Boards were established, presided over by Capt. J. A. McPhee and Capt. Alex. Ross, respectively, both of whom performed their duties with entire satisfaction. When the rush of work was over, however, one Medical Board was dispensed with and the other permanently established at Charlottetown, sitting several days weekly, as its services were required by the registrar.

The work of local tribunals in general was not satisfactory. Some members were not fitted by training or education to deal effectively with all cases brought before them. It can be readily understood that it was very difficult for members of tribunals to be strictly impartial when dealing with cases of men with whom they were personally acquainted, and the fact that so many of our people were strong political and sectarian partisans made it difficult to select recruits without creating some dissatisfaction. The work, however, of the local tribunals presided over by Judge Stewart, Judge McQuarrie, and Judge Fraser, was entirely free from prejudice and of a very high order of merit. In our opinion the Military Service Act would have been more expeditiously administered if but one tribunal in each county, presided over by a man with legal qualifications, had been instituted. Special credit is due to the Appeal Tribunals presided over by the Chief Justice, Mr. Justice Fitzgerald, and Mr. Justice Haszard, who performed their duties with entire satisfaction. In this district we do not consider that it was necessary to have had both Local and Appeal Tribunals, as the procuring of recruits was unnecessarily delayed thereby.

In view of the fact that the parents of many young men, who volunteered previous to the passing of the Military Service Act, underwent serious hardships while their sons were on active service, others, who desired to enlist but for this reason were undecided about so doing, welcomed some measure which would clearly define their national duties and responsibilities, and the men who were selected after having seen their duties more clearly and after having been in uniform a short time, were more than anxious to go forward.

There was no hostility to the enforcement of the Act, but in some sections little cordiality was shown, and in very few cases were the orders of the registrar disobeyed. This is verified by the fact that our records show but twelve Group II and eight

Group III defaulters, and we are of the opinion that if these men had given the required notification of change of address there would be few, if any, intentional defaulters in this province.

Unfortunately, misleading statements regarding the exemption of farmers, purporting to be authoritative, were issued in the Press, and the men liable for military service, who were anxious to obtain exemption, produced such notices in justification of their claims, stating that their services in the production of food were as essential to the winning of the war, as their services in the Army. The tribunals, outside of those presided over by the County Court Judges, were influenced by such statements, and consequently granted exemption in many cases.

For many years past there has been a great exodus of our young men to Western Canada and the United States. The Census of 1891 showed the population of Prince Edward Island to be 109,078 and the Census of 1911 a population of 93,728, a decrease of 15,350 in two decades. The natural increase of 109,078 for twenty years was estimated in published statements to be 50,000. The total loss of this province since 1890 is therefore 65,350, not including those who emigrated since 1910. The loss of so many people is a tragedy unparalleled in the history of any other province in the Dominion of Canada. It is due to the fact that our industries give employment for only six months of the year to our people, who, consequently are devoid of employment during the greater part of the winter season, we having few manufactures on account of our isolated geographical position and inadequate transportation. Since our young men who could not obtain continuous employment emigrated, those who remained at home were essential to the carrying on of our industries. Moreover, the latter in many cases were not only of less robust physique, but also the sole support of their parents. Moreover, unlike other provinces, our industries were not paralyzed and our people thrown out of employment by the outbreak of hostilities. It is clearly obvious that it was difficult, under these conditions, to obtain recruits without materially lessening the production of food; farming and fishing being the principal occupations of our people, some 80 per cent of our registrants being engaged in such positions.

Farming and fishing, as stated above, are the chief occupations of our people, and the Dominion Police report that these operations are handicapped owing to the scarcity of labourers. A few isolated farms, in some sections, were overmanned, but, when these cases were carefully investigated, it was found that the men were not medically fit for military service.

The exemption tribunals discharged their duties with all the ability they possessed, having special regard to the provisions of the Military Service Act when disposing of cases of men engaged in the production of food. Consequently, our records show that fifteen hundred and thirty-nine (1,539) registrants were exempted as farmers and forty-four (44) as fishermen, making a total of fifteen hundred and eighty-three (1,583). This number, not taking into consideration those who received time exemptions from the tribunals is 35 per cent of the total registration. In this connection, it is important to note that our exemption tribunals used chiefly the decision limiting exemptions in point of time instead of that granting exemptions until such men ceased to be employed as farmers.

There was considerable disappointment manifested when exemptions of all men within the ages of 20 and 22, inclusive, were cancelled, as this step was taken at a season of the year when farmers were preparing for seeding. It was thought that severe hardship and loss of production would follow, but, in the practical working out of this measure there were few, if any, cases of serious hardship, and in the opinion of the great majority of our people the very grave situation caused by the German spring offensive fully justified the course taken.

In estimating the results obtained in this district, I would recall that the area of Prince Edward Island is 2,184 square miles. The total registration of Class I under the Military Service Act, not including the 19-Class was four thousand five hundred and

one (4,501), and notwithstanding the facts that so many of our young men had emigrated; that enlistments prior to the passing of the Act were numerous in proportion to the number of men available; that our people are chiefly engaged in the production of food; and that the files of so many recruits were, by order from the Branch, transferred to our neighbouring provinces to which our young men went in order to join the many military, aerial, and naval units which had no enlistment depots in this province, seventeen hundred and thirty-nine men were made available, which is a splendid record when it is realized that our recruiting officers state that three thousand men volunteered from this province, and it is thus estimated that about five thousand Prince Edward Islanders, not including those who enlisted in the United States and other foreign countries, have been on active service in the European conflict.

III. HALIFAX, N.S.—M. D. 6.

E. H. NICHOLS, K.C., *Registrar*.

As requested, I beg herewith to make report on the operation of the Military Service Act in the province of Nova Scotia.

It is incumbent on me at first to refer to the difficulties encountered in establishing an organization for carrying on our work. The despatch with which it was necessary to assemble a staff made it impossible to secure trained help in a community of the size of Halifax, where, at best, there are few trained people out of employment at any time. The result was that considerable time was required to train many members of the staff for the particular operations which were assigned to them to be carried out. This condition was accentuated by the scarcity of help of all sorts, due to the large numbers of voluntary enlistments and the unusual activities in business. My difficulties were largely enhanced by the results of the explosion of December 6, 1917. For a time the whole city was thrown into confusion, including the members of my staff. The building we occupied as our office was badly shattered, and for weeks following, during unusually severe weather, it was impossible to provide heat at a temperature comfortable for the staff to work. I estimate that nearly a month was lost through this.

The province of Nova Scotia had ninety Local Tribunals, before which claims for exemption were assigned for hearing. The area of the province of Nova Scotia is approximately 21,000 square miles, in which there is an estimated population of 500,000. The registration in this district was estimated to be 29,000. Of this estimated registration, 23,556 men made claims for exemption, and 2,060 men reported for service. The total of the 19-Class who registered amounted to 4,702. The number of Group 1 defaulters who failed to register in this district, and who have been dealt with by the Military Police amount to 2,960.

In co-operation with Col. F. McKelvie Bell, A.D.M.S., Military District No. 6, fourteen Medical Boards were organized in this district, to take care of the medical examinations. Three of these were appointed for the city of Halifax. The other eleven were located, one each at Windsor, Truro, New Glasgow, Amherst, Sydney, North Sydney, Glace Bay, Kentville, Inverness, Bridgewater, and Guysborough. All of these eleven boards in the country were known as itinerary boards, and moved about to adjoining towns as the needs of the situation required. Perfect harmony existed between Colonel Bell and myself in respect to all these arrangements. He was found obliging in his efforts to facilitate the work of medical examination of men of Class 1 as far as it affected the administration of the Military Service Act.

The majority of the ninety Local Tribunals in this district discharged their duties in a manner justifying special mention. I feel like directing the attention of the

department to five tribunals whose work was unusually creditable. Of these, two were located in the city of Halifax, and one each at Glace Bay, Sydney, and New Glasgow.

The time given to the public by the members of these tribunals must have entailed considerable personal sacrifice, as they were all busy men. Members of Tribunal 43 at Halifax should be particularly mentioned as freely offering to continue to hear any cases which might arise, and were continuously discharging duties up to within a few days before the armistice. The members of this tribunal did not make any charge for their services.

One hesitates to mark a local tribunal with having failed in the discharge of their duties. I feel it my duty, however, to name Local Tribunal 62, Cheticamp, as one which, in my opinion, did not come up to a fair standard of efficiency in their work. Of 200 claims decided by them, only two were refused exemption. To all the other applicants, exemption was granted.

It affords me a great deal of pleasure, and I feel it my duty, to mention several appeal tribunals whose work was of outstanding merit. The Honourable Mr. Justice Ritchie disposed of 520 cases, and of these, after most careful investigation, disallowed 302, or 58 per cent. The Hon. R. E. Harris, C.J., disposed of 376 cases and, after investigating each with unusual assiduity, of these 207 were disallowed and as many men made available for service. In 55 per cent of his cases, appeals were successful. The Honourable Mr. Justice Drysdale heard 389 cases of which 176 were disallowed. Thus 45.3 per cent of the appeals before this tribunal were successful.

Of the County Court Judges unusual satisfaction marks the results obtained from the work of His Honour Judge Forbes who heard 136 cases and disallowed 65. We thus succeeded in 47.3 per cent of the appeals before this tribunal.

The work of the Honourable Mr. Justice Chisholm deserves special mention. It involved arduous labours and long absences from his home in Halifax, at Sydney, where he heard 1,115 cases. His district was in the industrial centres of Glace Bay and Sydney. His work was done with despatch, and a great measure of wisdom was displayed in the decisions which he rendered.

I feel like mentioning the work of His Honour Judge Wallace. His tribunal had jurisdiction over five local tribunals in the county of Halifax, and one in the important town of Dartmouth. His was the first tribunal to complete its labours in December, 1917. Owing to the illness of Judge McNeil, whose jurisdiction was over the counties of Antigonish and Guysborough, it was necessary to find a substitute. Judge Wallace cheerfully undertook this work. In the discharge of these duties, he spent several weeks in the country in the most severe weather of January, and endured great hardships in travelling from place to place by stage. The country owes Judge Wallace a debt for the courage and diligence which he displayed in the discharge of his duties.

In this district I cannot see any but good results from calling up the Emergency Class. The public feeling toward the Government for cancelling the exemptions of the 20-22 Class was tolerant, and on the whole was approved. The gravity of the situation on the Western Front in the spring of 1918 solemnly impressed the public, whose desire was to render every assistance in furnishing reinforcements to our troops. The Emergency Call coming at this time, seemed to answer the requirements of these circumstances. No decided feeling of hostility was shown by the public, although, in a few smaller places, individuals displayed a feeling of resentment, which could not be classed as public opinion. This feeling was manifest, particularly by farmers and widows whose only remaining sons were drafted. I did not observe that the farming industry was seriously handicapped by this call; and the fishing business was very slightly affected. Large industrial concerns in the mining and steel centres were more seriously affected, by their employees being suddenly drafted under the Emergency Call.

While large industrial concerns, through the great number of men voluntarily enlisting in Nova Scotia, 1914-17, have felt the pinch of want of labour, I cannot see

that in this district the administration of the Act led to any serious results or greatly handicapped such concerns. On the whole the management of large corporations was friendly and sought in every reasonable way to conform to the law. Of course, efforts were made to retain their staffs. The most cordial feelings existed between the registrar and the management of such concerns who, as far as I am aware, have not expressed any dissatisfaction with the manner in which the Military Service Act was enforced.

It is my conviction that the management of these large industries, realizing the situation of our armies in Europe, felt it their duty to co-operate with the Government in providing the men necessary to maintain at the proper strength our military forces which were in Europe taking part in the war. There was a strong conviction on the part of all citizens in this district, that it was the duty of Canada to preserve the national faith and honour by providing such men.

All large employers of labour diligently sought to arrange that all employees within Class I should be registered, and co-operation existed between my office and such employers. Arrangements were made that I would accept lists of employees with particulars of age and address, and an application that such men should make claims for exemption. We thereby were able to make sure that no defaulters existed in the lists of men so employed.

Another important class in Nova Scotia which was affected by the Military Service Act was those engaged in shipping and fishing. During the past fifteen months there has been a great scarcity of labour of this sort. I have found, however, in dealing with employers of such labour in this district that they have in all ways earnestly co-operated in the enforcement of the law, and have rendered every reasonable assistance in carrying out the provisions of the Military Service Act, and the regulations thereunder. The necessity of absence from Canada in the pursuit of these vocations resulted in an unusually large number of applications for permits to go abroad. These conditions made inevitable that a large proportion of Class I was absent from Canada continuously. I have been unable to calculate the exact per cent. In order that these businesses be allowed to carry on, this condition was inevitable.

On the whole, the relations with the Military Authorities were friendly, and there were not any difficulties placed in the way of carrying on. Cordial co-operation was shown by all departments. Members of the Headquarters staff rendered every reasonable assistance. In this connection, it is a pleasure to mention the help received from General Benson and General Lessard successively General Officers Commanding M.D. No. 6. I would be remiss in my duty if I did not refer to the co-operation of Col. W. E. Thompson, who, with such distinction, has discharged the duties of A.A.G., and who has recently been appointed D.O.C. of M.D. No. 6. Colonel Thompson continuously displayed sympathy and co-operation in our work.

The greatest difficulty arose in connection with our efforts to bring the figures of my office into alignment with corresponding figures at Military Headquarters. Considerable delay and many difficulties were encountered in this work which, I am happy to say, have been entirely overcome and a final balance struck. In this connection, I feel bound to mention the valuable assistance rendered by George A. Scott, Esq., Assistant Registrar. His training as a chartered accountant was found invaluable in directing the operations of the check with successful results.

The different interests and influences in the community were, on the whole, sympathetic. The press and public officials, including postmasters, were willing to render any reasonable service which assisted in carrying on our work. The clergy of all creeds manifested the deepest interest in the administration of the Act, and lent their hearty support in its enforcement.

On the retrospect of the work done under the Military Service Act, one becomes convinced that the machinery provided for the people of Canada to furnish reinforcements for the troops at the front was effective; and it is almost impossible to point out where any departure from the course pursued could have brought better results.

The conception of the work was comprehensive, and the details worked out with unusual thoroughness. One has to add that, however perfect the machinery created, the results would not have been adequate without the loyalty and hearty effort of our staffs. To contemplate this aspect of our experiences affords us the most gratifying feelings, and I feel it my duty to refer to this, so that the public may become aware of the debt which is owed to the members of the staffs of the offices of the registrars. In the discharge of their duty, the members of our staffs have given freely of their energy and time and have displayed unusual loyalty in carrying on their work. This, in many cases, has been done at the expense of much personal sacrifice. A like reference might be generally made to the spontaneous sympathy displayed and generous assistance given by the public in their support of our work. I would fail in the discharge of my duties if I did not dwell at some length upon the benefit derived by the State from both these sources.

IV. HULL, QUE.—M.D. 3.

F. A. LABELLE, *Deputy Registrar.*

In compliance with the request of the Director of the Military Service Branch, I, the Deputy Registrar for that part of Military District 3 which lies in the province of Quebec, have the honour to report as follows.

That I was appointed Deputy Registrar as aforesaid on September 28, 1917, without having solicited the position and having accepted it only after much hesitation, and with the belief that in so doing I could be of service to my country and to my fellow-citizens.

Immediately after my appointment, I was actively occupied in the selection of the personnel of my department, and I may say that I felt quite fortunate in securing the services of Mr. J. E. D. Caron as my assistant, and Mr. Evanhoe Couture, as chief of the statistics branch and of the subordinate employees.

We immediately set to work to study the Military Service law and its operation, and on the date fixed for the opening, my department was in perfect readiness to perform its work in an efficient manner.

It is needless to mention that the operations at the outset were of a difficult nature, although the population in this part of the country was more or less well disposed towards the enforcement of a law which was repugnant to them.

On the day of the proclamation the local tribunals began their sittings and proceeded with all diligence in the performance of their heavy tasks. There were twenty-eight local tribunals in my district, one of which established in the Preston township, Labelle county, did not operate owing to an error made for its designation. The papers relating to this tribunal were forwarded to a wrong address and the tribunal members who were to preside have apparently never received notice of their nomination. At all events, the said tribunal was not put in action and I, therefore, had to portion out the work assigned to it among the neighbouring townships.

An excess of work has been caused to my department by the detention at Kingston for more than two months of the medical examinations of the conscripts of my district, and owing also to another portion of these examinations being destroyed in the burning of the recruiting office at Ottawa. As a result of this, I had to summon before the tribunals men, who, according to their medical category, would not have been required to present themselves, had I received the necessary reports of these medical examinations in time.

The Abitibi section, which forms part of my district, had been specified in the distribution of the work as belonging to Military District 5 of Quebec, Que., and it was only about the 1st of May last that I was able to obtain the papers of the Amos and

Makamick tribunals, although repeated requests for the same have been made to the official parties; this naturally caused an unavoidable delay and a great deal of additional work to my department.

Six local boards for medical examinations held sittings in the different parts of my district in the course of last autumn, and, later on, I had the assistance of a Medical Board of Review which, on four occasions held sittings under the able supervision of Captain Stevens, M.D., performing excellent and most efficient work; but, I regret that the military authorities at Kingston did not find it advisable to grant my request in establishing a permanent Medical Board of Review.

Three Appeal Tribunals have held sittings in the judiciary districts under my jurisdiction, namely, Ottawa, Pontiac, and Montcalm. These tribunals were presided over by Honourable Judges J. M. McDougall, H. Chauvin, and W. A. Weir, who exercised their important functions with zeal and devotedness worthy of them; without partiality, I beg especially to mention Honourable Judge J. M. McDougall who held in his district as many as forty consecutive days' sittings, and not being satisfied with that he went to preside over a tribunal of appeal at Amos, 700 miles from the chief town of his district.

Although the number of men registered in my district appears small, the difficulties to overcome in summoning the draftees to appear before their respective tribunals were immense, in view of the extensiveness of my territory, which starts at an extreme western point of the province, in Timiskaming, extending as far as Abitibi and running through the Mont-Laurier and Maniwaki regions, as well as along the Gatineau and La Lièvre rivers and the Ottawa river on the south. The difficulties of communication due to the great distance of the post offices and the lack of stableness of our settlers of the north, who sometimes work on their farms and other times in the shanties, has meant that a large number of those called before the tribunals have been unable to do so, as they did not receive their notifications in proper time.

It is needless to say that the Military Service Act, 1917, being a new law and of a nature altogether unknown to the population of our country, it was only after several months had elapsed that our fellow-citizens could understand it effectively, and even after that, it may be said that this law has never been thoroughly understood (particularly in the northern part of my district where the population is generally illiterate) on account of the difficulties this law offered and the several changes made in it by different Orders in Council. In many instances, it has been impossible even to the most willing citizens to obtain sufficient information on the application of the law, and, unfortunately, in several places, ill-intentioned people have made a practice of mystifying our well-disposed compatriots. Fortunately, however, I have noted that gradually as the population came in contact with the enforcement of the law, understood its object and the purpose for which it was enacted, it has unhesitatingly obeyed the orders of the registrar and complied with the exigencies of the law.

In my district, 7,962 young men registered themselves in Class I; but, I beg to call attention to the fact that several hundred men affected by the military law filed their applications for exemption in other districts, particularly in the District of Toronto, where they were temporarily employed in the shanties, and the majority of them were refused exemption and compelled to enlist in a district other than their own. I take the liberty to draw attention also to the fact that in my district, before the enactment of the Military Service Act more than 1,800 soldiers voluntarily enlisted for overseas service. This is really a generous average, showing the good disposition of the citizens of my district.

I notice that a large number of the men ordered to report for duty in my district appear on the lists of defaulters. However, I am of the opinion that this number will be lessened greatly after being re-examined and checked with the records in other districts, for, as stated above, several hundred draftees of my region have been taken on strength in other districts. Also, a very large number of farmers of the 20-22

Class who had obtained exemptions from the tribunals appears on the lists of defaulters, although these men laboured under the impression that they had fully complied with the exigencies of the military law. And this is largely due to the fact that on several occasions the newspapers advertised that Orders in Council had authorized the Department of Militia to grant leave of absence to farmers of all classes and categories. Therefore, in view of this procedure, the conscripts thought even after receiving their orders to report that they were exempt without having to make any application to the proper authorities. It seems advisable that in these cases a brief investigation should be made in order to give the benefit of the doubt to those who, being in good faith, have not complied with the exigencies of the law.

I may observe that since the enactment of the Military Service Act the farmers have been under the impression that they would be exempt from military service, and that when the Order in Council cancelling the exemptions of the 20-22 Class was issued, a general confusion arose, and especially so among the farmers who complied with the law only after realizing that they were treated with much deference and consideration in view of the leaves of absence which were granted to them and renewed until the declaration of peace.

I may also add that from the day the military representative was placed under the control of the registrar, my relations with Col. D. R. Street have been the most amicable, and the offices of the registrar and of the public representative have always been in perfect accord. I am glad to be able to do homage to Colonel Street for the friendly, just, and methodical way in which he discharged the duties of his office, without partiality or favouritism, treating every one alike, irrespective of race or creed, and having always in mind the fulfilment of his duty.

I should feel remiss in omitting to mention the fine understanding which has always existed between the Director of the Military Service Branch and myself. Colonel Machin, thoroughly conversant with the Military Service law, was always on hand, obliging and ready to assist everybody and advise them wisely with all kindness and courtesy of a perfect gentleman; thus, I have many times benefited by his most valuable advice in the discharge of my duties, which occasionally have been of a difficult nature. Colonel Machin was ably assisted by Mr. L. J. Loranger, K.C., who followed in the footsteps of his chief. Mr. Loranger was always ready to answer the numerous inquiries coming from every quarter, and particularly from the province of Quebec. His spirit of justice and his kind disposition largely contributed in clearing up many complicated matters. All those who approached him returned satisfied after having settled their grievances to the advantage of the country in general and of any private interests in particular. Mr. Loranger, as counsellor to the branch, has applied the military law with such ability that the Governor in Council has considered it advisable to entrust him with the administration of justice in the important judicial district of Joliette.

My registry office will remain open as long as required by the authorities, and when ordered to close it is received, I will do so with pleasure; returning in an intact condition the precious documents in my charge and leaving my position with an unspotted reputation, fully confident of having fulfilled my duty in the interest of my country and fellow-citizens.

V. KINGSTON, ONT.—M.D. 3.

MAJOR H. P. COOKE, *Deputy Registrar.*

In compliance with your request, I have the honour to report on the working of the Military Service Act in the district under my administration.

The part of Military District No. 3 which is situated in the province of Ontario came under the jurisdiction of this office, and this included all the province east of the county of Ontario as far north as the Mattawa river. In it were comprised twenty counties or portions thereof, in which were one hundred and thirty-seven Local Exemption tribunals. The gross registration was over 32,000.

Generally speaking, there was in this district no open antagonism to the Military Service Act, and all tribunals exercised a good deal of care in making their decisions. Too much cannot be said for the careful, painstaking work of the judges who sat on the various Appeal Tribunals, who were called upon to handle a very large number of appeals, and whose decisions bear the stamp of careful, thorough consideration.

On the contrary, the Local Exemption Tribunals in the strong French-Canadian sections of the counties of Prescott, Russell, and Glengarry, granted exemption to practically every man who came before them, often on wholly insufficient grounds, if the subsequent decisions on appeal are any criteria. This necessitated an undue amount of work in reviewing exemptions granted in these counties, that the Act might not be unfairly applied. Out of 836 cases scheduled to Local Tribunals in the county of Glengarry, 816 were allowed exemption. In Prescott, 845 cases were allowed out of 837 scheduled, and in Russell, 1,031 were allowed out of 1,067 scheduled. Out of 2,776 claims in the three counties, only 77 were disallowed. Moreover, a very unduly large proportion of the men registered in this district who disobeyed their orders to report came from these same counties, and of such defaulters a large majority bore French Canadian names.

The gravest difficulty in the application of the Act can be laid at the door of the Agricultural Representatives who were appointed in the spring of 1918 to certify to the Military authorities the necessity of bona fide farmers being allowed farm furlough after they were ordered to report for duty. In practically no instance after the old leave of absence board was abolished did the Agricultural Representative at Kingston consult the records of this office; the Agricultural Representative at Ottawa never did, nor to my knowledge did he ever apply for any information from here. The result of this gross neglect to avail themselves of the reliable information collected by the various tribunals, and which could have been had for the mere asking, was that these representatives certified that men should be granted farm furlough on grounds which in numerous instances were wholly insufficient and absolutely undeserving, and an almost culpable negligence in investigating these men's circumstances must have occurred. Farm furlough was granted on what may fairly be described as a wholesale scale, this nullifying the work of the various tribunals. The Act was made a laughing stock as a consequence; relatives of other men, with equally or more deserving claims who could not get leave, were seriously aggrieved, and an undue amount of correspondence and blame was laid upon this office, which was in no way responsible for the issuance of such leave, as it was purely a military matter, and we were not consulted.

Wherever possible, the claims of employees of industrial concerns were brought before one tribunal in order that the general effect on these industries of withholding exemptions might be considered. This is especially true of the transportation companies. Large corporations like the C.P.R. and C.N.R. at first did not file claims for their employees en bloc, and men's claims were referred to the nearest tribunal to their residence. When the company's claims came in on proper lists, their employees' claims previously scheduled to the various tribunals of this district were withdrawn, and all such cases were combined and referred to one tribunal. This involved a very great deal of extra work, but was far more just to the companies concerned and to the requirements of the public. A fair proportion of their employees were made available for service, and there was no undue dislocation of service in such important public utilities. Innumerable appeals, with the attendant expenditure, were also avoided by this method and, as a result, there was practically no complaint on the part of employers of labour in this district.

All tribunals were advised that the agricultural interests of the country should be carefully considered, and that production of foodstuffs was essential as well as obtaining men for the Army. This was generally carried out by the tribunals, but where instances occurred that seemed to involve an undue dislocation of agricultural production if men were taken from the farms, an appeal was taken by the Public Representative, on my direction, to prevent this, and satisfactory results were obtained.

In conjunction with Mr. Wismer, formerly Chief Registrar for Canada, this office originated and worked out a system of keeping individual records of men by means of cards instead of the schedules formerly in use, which had outgrown their usefulness. With a few unimportant modifications, this system as developed here has been adopted by all registrars' offices and has proved itself invaluable for statistical purposes. In developing this system, this office did more work than any of the other offices which had the benefit of the experience gained here.

I wish to pay a hearty tribute to the loyalty and devotion of my staff in assisting to overcome the many difficult problems that were always cropping up. They were always ready and willing to do anything asked, and have sacrificed pleasure and convenience to work night after night for months at a time. Their loyalty and enthusiasm made it possible for this office to work with a smaller staff, and less expense in proportion to the work done, than other offices, while at the same time sacrificing nothing in either speed, accuracy, or results obtained.

I also wish to thank the military officials of this district for their sympathetic co-operation, particularly the Headquarter's Staff, and the officers of the 1st Depot Battalion, E.O.R. The military organization was not constituted to meet all the requirements of the Act, and considerable difficulty ensued as a consequence, but this has at least been more or less satisfactorily adjusted. One very great cause of difficulty was the manner in which men were taken on the strength of the various units. Another was the failure of the system adopted to advise this office of what were called "enlistments."

LONDON, ONT.—M.D. 1.

H. F. BERESFORD, *Deputy Registrar.*

I have the honour to submit the following report on the work of the Military Service Act, in Military District No. 1, being the district under my jurisdiction.

This district comprises the counties of Bruce, Perth, Wellington, Waterloo, Oxford, Middlesex, Huron, Lambton, Essex, Kent and Elgin, in which are situate the cities or manufacturing centres of London, Windsor, Chatham, St. Thomas, Woodstock, Kitchener, Galt, Stratford, and Sarnia. The business of the district may briefly be described as agricultural and manufacturing.

The office organization was divided into the following departments: accounting, typing, checking, filing and indexing, call, appeals, medical boards, and D.P.R. department.

Each of these departments was under the direction of an officer or supervisor, who, in turn, supervised the staff allotted to him. The head of each department was responsible to the deputy registrar, as the acknowledged head of the organization.

The department of the District Public Representative had amongst other things, charge of the review work. The statistical returns in that they show a record only of those cases actually sent to tribunals on review, give no adequate report of the work done. Every registrant was questionnaired once; in hundreds, if not thousands, of cases a second questionnaire and, in very many cases, a third and fourth were necessary before the departmental officers were satisfied that an exemption granted should be allowed to stand. Quite apart from the performance of other necessary duties, the

perusal and consideration of these questionnaires involved an immense amount of work. In the month of July, Capt. W. E. Hindson, the District Public Representative, a most capable and efficient officer, was taken ill and, after a lingering illness, died in September. After he left the office his work devolved upon and was taken over by the two remaining officers, who carried on until the suspension of operations. At that time a number of cases were ready to be sent out to appeal tribunals and to the Central Appeal Judge on Review, and a great many cases were under investigation.

During the months of October, November, and December, 1917, there were twelve medical boards sitting at central points in each of the several counties, who examined a large number, if not the greater portion, of the registrants before the tribunal sittings. Subsequently eleven Medical Boards of Review were organized, and these were more or less constantly engaged throughout the district until the date of the armistice and consequent suspension of operations under the M.S.A. Upon that date there were a number of cases in the office already scheduled for Boards of Review and a number on a waiting list. The work of the medical boards appears to have been satisfactory, and I was greatly assisted by the A.D.M.S. in arranging for sittings of Boards of Review as they were required.

In the district there were 117 Local Exemption tribunals whose work, taken as a whole, was satisfactory. When it is remembered that many of the gentlemen comprising the tribunals had no previous judicial or semi-judicial training, whereas the functions exercised were largely judicial, and that an entirely new, and, to some minds, drastic piece of legislation was being dealt with, the work done was very creditable. There was, however, on the part of a number of tribunals a marked tendency to be generous, if not more, in granting exemptions. These tribunals were manifestly swayed by sentimental feelings or purely local conditions. To my mind a lack of appreciation of the fact that the country was at war and of the great and urgent need for men had much to do with this. The above is applicable to some rural tribunals, and was not noticeable to any great extent in any of the urban tribunals. Speaking generally, the work of the urban was more satisfactory than that of the rural tribunals. Before leaving this subject it should be mentioned that in a few tribunals, the number fortunately was not large, in cases where a man was for any reason not satisfied with the finding of the medical board and produced a certificate from a local physician, the opinion of this gentleman was invariably accepted as against that of the Board. That necessarily meant another examination and additional, and in most cases needless, expense to the country.

It is, to my mind, to be regretted that regulations did not provide that upon the original hearing of a claim for exemption, except in cases of men obviously unfit, each case should be dealt with on its own merits regardless of category and in the cases of low category men disallowed exemption a rider added that no order to report should issue until after the man had been found fit for duty by a Medical Board of Review. Such procedure would, it seems to me, have saved expense and a great deal of what was in many cases unnecessary but unavoidable delay in obtaining the services of original low category men afterwards found fit for duty. Concrete examples of this could be given but there appears to be no object in discussing the question at length in an ex post facto report.

There were 22 Appeal Tribunals in the district and of these four were Supreme Court Judges, viz, the Honourable Messrs. Meredith, C.J.C.P., Magee, J.A., Hodgins, J.A., and Clute, J., and the remainder were County Judges or Junior Court Judges. Each county had one and some two Appeal Tribunals. Nearly four thousand cases were dealt with by these tribunals, and the work in some counties, noticeably, Middlesex, Waterloo, and Essex, was particularly onerous; but throughout I had the heartiest co-operation from all the tribunals, and all cases were promptly and efficiently dealt with and returns made to this office. There were, of course, delays in some cases, but these appeared to be unavoidable.

There was, however, one notable exception to the above, viz, Mr. Justice Magee, and in this connection I deem it my duty to report that twenty cases were scheduled for hearing by this tribunal at Osgoode Hall, Toronto, on February 18, 1918, all parties were duly notified and the files sent forward on February 14, 1918; 5 cases were scheduled for May 27, 1918, the parties notified and the files sent forward on May 10, 1918, and 7 cases scheduled for June 22, 1918, the parties notified and the files sent forward on June 14, 1918, making a total of 32 cases. No decisions have ever been rendered in any of these cases and it has been impossible to get any information regarding the same from Mr. Justice Magee or to get the files returned. These cases are still outstanding, and are shown on my returns as undisposed of appeals. I have written and wired on innumerable occasions for a return of the files, and have had the assistance of the Toronto Registrar in efforts to have them returned, but all without result. I had one wire dated May 23, 1918, from Judge Magee, advising that files were being sent forward that day, but nothing happened. Of the cases, 18 were appeals from disallowed decisions of local tribunals, and the remainder from decisions allowing short-time exemption. The February cases were all from the city of Windsor and a number of the appeals were, it was reliably reported, made simply for the purpose of gaining time. It would appear, then, that the services of these men were lost to the country through the procrastination of this tribunal.

In common with the rest of the country there was in this district an almost unanimous complaint from the farming community when the 20-22 Class cancellations were announced. This office was for days flooded with farmers, farmers' wives, sisters, and other members of the family—so much so that it became necessary to detail a man to keep some kind of order and the passage clear—all of whom had, or thought they had, some special reason to urge why they, some member of the family, or some neighbour, should be left at home and not be obliged to serve. In the result there was a comparatively small number of cases entitled to relief, and these were promptly, or as promptly as the immense amount of work would permit, dealt with by the Military Authorities with the assistance of the Agricultural Representative for this district, Lt.-Col. T. R. Mayberry. I desire to pay my tribute to the painstaking courtesy and care with which Colonel Mayberry dealt with all and every case. He worked early and late, and no one could have done more than he did to explain and make clear the whole position, and at the same time to obtain relief when the circumstances so warranted. The position was one requiring great tact and patience, and I doubt if any one could have filled it better than did Colonel Mayberry.

Subject to what I have said above the Act appears to have worked satisfactorily and smoothly throughout the district. I do not know, nor have I heard of, any serious complaint; and there was no disturbance or noticeable interference with the business of the country generally. At all times I had the co-operation of all the employers of labour; there was never at any time even a suspicion of friction, and no difficulty was encountered in getting information as desired; it is to be noted that the Grand Trunk, Canadian Pacific, Michigan Central, and Pere Marquette Railway Companies have a large number of employees in the district, and that all these companies were affected by the Act, some of them quite seriously by the 20-22 Class cancellations, but that not a word of complaint was heard from any of them. "Business as usual," coupled with loyal support of the M.S.A., appears to have been the motto of the business and manufacturing interests in this district.

This report would be incomplete without an expression of my appreciation of the great assistance I at all times received from the District Military Authorities, and particularly from Major W. H. B. Bevan, the M.S.A. officer. This was most marked during the strenuous days following April 20, and throughout the summer. Disagreements, of course, at times arose, but owing to the good feeling existing these were quickly and amicably adjusted.

I desire also to express my appreciation of the valued assistance rendered me by my staff in helping to carry on the strenuous duties imposed upon the office. Had it

not been for the whole-hearted co-operation of each individual it is realized that the amount of work accomplished by this staff could not have been attained. There were many times when we were working under very heavy pressure, and I always found every member of the staff ready and willing to work overtime when necessary.

In conclusion, may I acknowledge the invaluable help and assistance received from all departments of the Head Office, and particularly from the director. Had it not been for this I am quite sure that I, in common with other registrars, would have often been in serious quandary, if not actual difficulty. The assurance that whenever necessary advice and assistance could promptly be obtained was to me a source of great satisfaction, and smoothed out many a difficulty.

VII. MONTREAL, QUE.—M.D. 4.

E. H. GODIN, K.C., Registrar.

I have forwarded to you, under separate cover, my statistical reports under Statistics Circulars Nos. 20 and 29, which give a fairly good idea of the results of our work in my district.

I wish to supplement these with the following observations in order to show the difficulties which confronted us, how we got through, and the lessons to be learned therefrom.

It cannot be denied that there existed in our province a somewhat hostile sentiment against the Military Service Act. The politicians and the press generally had misstated the question before the public so as to induce our people to believe that, under the circumstances, abiding by the Military Service Act was not a duty. That sentiment was expressed in a passive form to such an extent, in the early stage of the registration, that for a time I thought that only a very small number of men of Class I would register.

In the twenty-one days immediately following the issue of the proclamation, only 22,000 men had registered on an estimate of a possible 74,000; but due to the announcement of early general elections, and to the publicity issued through the Military Service Council and the registrar, pointing out what a great error it would be for men not to register, the last five days brought 46,000 new registrations. It was a relief, but such an avalanche coming at the time when the Local Exemption tribunals started to sit, and together with the sudden and very severe weather that interrupted communication all over the district, our entire organization was overwhelmed, and we went, for the whole month of November, through the hardest trial you can imagine. I then realized how wise it would have been to provide for a lapse of fifteen days between the last day of registration and the first day of the sittings of the tribunals. These circumstances were a serious handicap to start with, and kept all our proceedings behind for several months.

We had also to face another difficulty particular to our province—the question of languages. I had to have a bilingual staff, bilingual literature, bilingual forms, etc. The Military Service Council and I, myself, thought that nothing ought to be spared in that regard to meet the exigencies of the situation. I believe it was a wise policy, and I am sure it aided gradually to reconcile the sentiment, here, in favour of the Military Service Act.

The tribunals constituted by the Military Service Act in my district, and particularly the Local Exemption tribunals, gave a very broad—too broad—interpretation to the Act. The result was that a great many appeals had to be taken by the Registrar and the Public Representative, to wit:—

Before the Appeal Tribunals.	27661
Before the Central Appeal Judge.	9351

Before the month of February, 1918, on account of lack of co-operation between the Department of the District Military Representative and my office, we had the greatest difficulty to arrange for the appeals and the investigations in view of the appeals; but when the Order in Council P.C. 196, in February, joined the District Military Representative to my office, and after the changes that were made, with your timely aid, in the personnel of that department, the required co-operation was necessarily effected and the best results were obtained in the preparation and handling of the appeals, the systematic compilation of the results and, at the same time, this change permitted a monthly saving of about \$20,000 over that of the original Military Representative organization.

The hostility mentioned before as regards the Military Service Act in my district had three main factors: the politicians, the parents, and the employers. Without these factors I am sure the young men of Class I, apart from a certain number who personally objected to the Act—and these were to be found everywhere over the country—would have shown more readiness to enlist or report. I had the evidence of that fact when the Order in Council of April 20 called to service, without benefit of exemption, the men of 20 to 22 years. It was without hesitation and before being ordered that a great many of these young men answered the call. Their expressed desire to be barracked, trained, and drafted in homogeneous groups having been heard and granted by the Government, there was an enthusiastic movement towards such units as the Laval C.O.T.C., Tank Corps, Royal Air Force, 79th and other Batteries, and the Engineers' Corps, etc.

As in the early stages of the application of the Act, the great majority of men of Class I had neglected to get examined, when the appeal tribunals started to hear appeals a great many orders for examination, particularly before the Medical Board of Review, were issued and, in spite of all efforts of the A.D.M.S. and Officers of the Medical Service, the Medical Boards of Montréal were inundated up to the month of July, 1918, with more work than they could handle.

The procedure of the law which permitted a number of registrations for one person has entailed a great deal of hardship both to the registrants and to the registrar. This procedure did not permit the detection of these duplications with sufficient promptness and precision, and a number of conflicting decisions were rendered which were the cause of a large number of the first orders to report for duty, issued for the first days of January, 1918, being cancelled.

On the whole, with the aid of the Military Service Branch and of my staff, whose loyalty never failed me, we pulled through our difficulties by endeavouring to give, in the best form we could, to all comers, such information and justice as were available and proper, and in co-operating as best we could with the Military Authorities. In that respect, I must say that the nomination of an M.S.A. Officer at the Headquarters was a capital idea, and from that time, the best of co-operation was assured and maintained. I need not mention our co-operation with the Medical Service Corps; thanks particularly to the A.D.M.S. and President of the Standing Board, it never failed.

On account of the urgent needs of the great industries of my district essential to the pursuit of the war, transportation, wireless telegraph, munitions, explosives, etc., a special department in the office of my Public Representative was organized to see that the Military Service Act would not handicap these industries in respect to labour, and to see, at the same time, that employers in other industries would not look first to their personal interest by preference to national interest. The mode of operation was through correspondence and investigation, and it has given satisfactory results.

However, in all our procedures (I am pleased to bring it to your attention) the main factor in our success in pulling through on time, in spite of our difficulties, was our scrupulous attention to follow the instructions, and the admirable chart that the Military Service Council had prepared for direction of the registrar. This chart and our system of schedules developed to suit the needs and to show all required informa-

tion. It enabled us to dispense with the lengthy installation of card indexes that were required elsewhere to supply the matter of statistical reports.

If you would allow me now, sir, to tell you the lesson I have learned through the experience I have had in applying the Military Service Act in my district, I would say that I now believe that our young men were not generally prepared for that duty of citizenship which entails the obligation of military service when the country requires it, and I believe that it would be a great advantage for the future of this country to maintain some form of military service which would call together boys of the same generation, from different parts of the country, to be taught and trained for the important duties of the citizen towards his country. They would live for a time a common life, learning to know and esteem each other, and realize that they have the same flag, and that they ought to have a common conception of patriotism.

VIII. QUEBEC, QUE.—M.D. 5.

JULES LARUE, *Deputy Registrar.*

I beg to report as follows on the operation of the Military Service Act, in Military District No. 5.

As a whole the working of the Military Service Act gave satisfactory results in Quebec district, notwithstanding political prejudices which aroused the people against any decision coming from the Federal Government.

The local exemption tribunals worked as exemption tribunals according to the letter of their title; but the Order in Council cancelling the exemptions of the 20-22 Class solved that problem in large measure.

Of course, conscription has caused some difficulty to trade and industry through loss of employees, but I know of no essential industry obliged to close its doors on this account, and the victory of the Allies more than compensates all such temporary inconveniences.

The farmers are the class which complained the most against the working of the Military Service Act. I understand, however, that those obeying the law were properly handled by the military authorities, who gave due consideration to all reasonable demands from farmers for leave of absence.

It must be taken in consideration that with some parts of this district there is practically no means of communication except in summer time, namely: the northern part of the counties of Chicoutimi and lake St. John, Anticosti island, the north shore of the St. Lawrence east of the Saguenay river and the south shore of the St. Lawrence east of Matane. The Magdalen islands are reached by boats from the province of Nova Scotia. This is the only regular communication.

The difficulty of reaching parts of M. D. 5 and the small number of men available under the Military Service Act is illustrated by a trip taken on instructions from the Military Authorities by my District Public Representative, together with a Medical Board of two officers to the Magdalen islands on August 20, 1918, for the purposes of investigating the cases of one hundred and sixty-seven men of the 20-22 Class who had been ordered to report for duty at Quebec city towards the end of July, with a view to determining whether they should receive from the military authorities conditional leaves of absence or exemption certificates showing too low category from the registrar. Of one hundred and sixty-seven men who had been ordered to report, one hundred and fifty-six presented themselves before the Medical Board and Public Representative, and the other eleven were at sea or in hospitals. Of the men appearing before the Board, sixty-nine were put in low medical categories and eighty-seven in category A2. On account of the fact that before the Military Service Act came into effect, one

hundred men had volunteered from these islands, every young man left could show excellent cause for continuing in his employment as an expert fisherman and exporter of large quantities of fish, with the result that no men were withdrawn from this district for military service.

When I came in office at the end of August, the question of despatching a boat to the north shore and Anticosti island with the necessary staff to hear claims for exemption and medically examine conscripts was held in abeyance on account of the amnesty, and because it was impossible for the Naval Service to supply a suitable boat. The chartering of a steamer would have involved too large an expense, comparatively, to the number of soldiers that could have been got there; moreover, in view of the fact that several weeks would be necessary to advertise the coming of the tribunal and medical board to these outlying parts of the district, it was not considered advisable to proceed further in the matter last fall.

After taking up this question with my assistant, we decided to schedule all these cases to a local tribunal, to be organized in Quebec city, after sending questionnaires to all interested parties, in order to avoid delay and facilitate the work of the tribunal, who would have at hand all necessary information to decide the cases even in the absence of the claimant. We had had no local tribunal sitting in the district of Quebec, since April, 1918, but were ready to proceed along the above lines, when there appeared the order in council, P. C. 2453, October 5, 1918, providing that registrars might assign original claims for exemption to the Central Appeal Judge. We were organizing to have these cases disposed of accordingly when news of the signing of the armistice came.

Amongst many difficulties I was faced with when taking charge of the Quebec office on August 22, 1918, was that I had to reorganize the distribution of the work and the scale of salaries, having found in several cases that some members of the staff who were most competent were paid salaries inferior to those received by some who deserved less, which caused uneasiness and decreased the efficiency of the staff. This was remedied still further when we could secure a competent supervisor of the staff in Mr. J. E. Bergeron.

Having to correct many errors of the preceding administrations rendered my task somewhat harder, especially in the compilation of statistics. We found, for instance, that very many orders to report had to be revoked. I presume that the calling of men was rushed especially after the riots, and the orders to report were made from the schedules on which were not noted the duplications (several claims for exemption for the same man) nor were noted the changes of addresses. The transfer of a man from one local tribunal to another is another cause of error, the same name thus appearing on the schedules of both tribunals.

Too much credit cannot be given to Major Charles August Couillard, who took charge as my assistant on September 15, 1918, and right to the end proved to be a clever, methodical, and hard worker. His assistance was very valuable to me and helped me to put our office in almost perfect shape.

IX. REGINA, SASK.—M.D. 12.

A. L. HAINING, *Registrar*.

In submitting this report I would like to emphasize the fact that the relations between this office and that of the Military Authorities have been of the most cordial nature. This close co-operation has been of material advantage in untangling the numerous problems which have arisen and which have been so successfully overcome.

The registration under the Military Service Act in this district was the third largest in the Dominion, being exceeded only by Montreal and Toronto. The size of

the province and the lack of rapid communication (which is a condition required in connection with the best administration of the work) greatly increased the difficulties of this office. Sometimes we had to make the date for hearing of claims for exemption months in advance. It was, therefore, not until the fall of 1918 that the full fruits of our labours commenced to show, as the number of men who are available for call in addition to those already ordered to report for duty is, at the present time, 3,281.

Fifty per cent of the population of Saskatchewan is foreign born, and in the early stages of ordering men to report for duty, the method used by the Military to dispense with the services of men whom they considered should not have been ordered to report owing to their nationality was to strike them off strength through Part 2 Orders as "Erroneously ordered to report". This heading is very misleading as the men were Canadian citizens and properly drafted after a consideration of their claims by tribunals. If their services were not required because of their enemy alien parentage they should have been struck off strength under some heading other than "Erroneously ordered to report", and only after thorough investigation of their files as held in this office.

One hundred and sixty-one local tribunals and fifteen appeal tribunals were located in this district and the work of these boards on the whole was performed in a fair-minded and public-spirited manner.

In regard to Medical Boards of Review one board was stationed at Regina and the other at Saskatoon. The work of these boards was well done in a painstaking and satisfactory manner. At each sitting of these boards a member of my staff was present with the file in the case of each man summoned to appear and the information the boards received from the files materially assisted them in their work.

Voluntary enlistments under the Military Service Act may in theory have been necessary, but in practice this has been our greatest source of trouble. Innumerable cases have come to light where orders to report for duty were properly dispatched, and the men, on receipt, would immediately voluntarily enlist in either the Royal Flying Corps, Royal Northwest Mounted Police, or other unit which had a popular reputation to the effect that the duties of these units were of a much more pleasant character than those of the infantry. Every draftee should have had to obey an order to report at the Depot Battalion from which he could have been quickly transferred to the unit which desired his services. As a result of these voluntary enlistments, information concerning which has only recently reached the registrar, orders to report for duty were properly sent to many of these, and the Provost Marshal was put to a great amount of work and considerable expense in trying to locate them as defaulters.

The Order in Council cancelling exemption of men of the 20-22 Class at first created a measure of consternation in this province (which is almost entirely a farming community) owing to the scarcity of farm labourers. However, it was accepted as inevitable, and the public loyally obeyed the enforcement of the same. Cases of peculiar hardship were given every possible consideration, and all reports received from public men indicate very clearly that when this particular Order in Council was put into operation, it met with the approval of a large proportion of the public in this province.

The Mennonite question was a very distressing one. The final decision of the Government as to its policy regarding these people met with public approval, the only criticism being that it should have been put into effect at an earlier date.

In organizing this office, we installed a "unit" system. By this is meant that we visualized the number of operations and made a complete unit of typists and checkers, etc., for each operation. We term our entire machine the "mill". This system lends itself to the work, as we do not require route sheets from typists to checkers, etc., as each unit knows from whom it receives work, and to which unit beyond it the work goes. Errors cannot multiply, as they are more quickly detected than if all typists or checkers are together. Just as the supervisor in a cloth mill stops the machinery when he finds bad weaving, and eliminates the tangled bit of yarn, so the supervisor

in our "mill" in walking up and down the line would stop the machinery unit and correct the knotty error. Further, we can regulate the volume by increasing or decreasing the amount of work put in process.

As soon as the figures of the Military Authorities were brought into agreement with those of this registry, and the actual Group III defaulters had been determined, we started a systematic search for these men by mail. This was done by writing the man himself, his employer, next of kin, or public officials in his locality. The results obtained have been remarkable, and far beyond our expectations. This search has led to a cancellation of some men as Group III defaulters. It has positively located men in France, and in practically all cases, it has brought the file to a state of efficiency which will be of incalculable assistance to the police. Some of these men have moved three or four times, and instead of the police having to spend money and time by starting at the original address to trace the man, they will now know exactly where to lay their hands upon him.

In conclusion, I would add that the accomplishment of this exacting and strenuous task would not have been possible had I been without a loyal and efficient staff as co-workers, coupled with the magnificent support that I have ever received from the director and entire staff of the Military Service Branch.

X. ST. JOHN, N.B.—M.D. 7.

W. A. EWING, K.C., *Registrar*.

As requested, I have the honour to present the following report on the administration of the Military Service Act in the province of New Brunswick.

It is of course impossible, without knowing conditions in other registration districts, to say what if any problems connected with the operation of the Military Service Act were peculiar to this district. The only thing I can do is to point out as briefly as possible any features which appear to me to be of sufficient interest or importance to be mentioned and which are possibly not covered by the statistical reports required to be furnished from time to time.

So far as I am able to judge, taking the province as a whole, there was little or no open hostility to the Act. Any hostility displayed seemed to be confined to individual cases, and I cannot say this feeling was general in any particular section of the country. On the other hand, I cannot say that there was any marked sentiment the other way. The Act apparently was accepted as necessary and advisable under the circumstances existing when it became law. There was a feeling, however, in many localities that the Act should have been passed long before it was. So far, also, as I can learn the cancellation of exemptions of men of the ages of 20, 21, and 22 years was favourably received in this district, it being no doubt generally recognized that such a drastic step would not have been taken unless there was urgent need for it.

In this district, there were sixty-two local tribunals, some of which were satisfactory, others not. From a number of those whose work was carried out with a proper appreciation of the spirit of the Military Service Act and Regulations, I may mention as particularly deserving of commendation Tribunals Nos. 1, 2, 4, 13, 15, 17, 27, 30, 33, 34, 35, 36, 37, 38, 45, 50, 53, 54, 55, and 59. Of those whose work I considered unsatisfactory, I may mention Nos. 5, 10 and 26.

There were twelve appeal tribunals whose work was performed most thoroughly and satisfactorily. This of course, was only to be expected from the judges who presided over these tribunals.

Omitting the Medical Board of Review, there were in this district eight original medical boards, two of which sat at St. John. The other centres of population were served by the remaining six medical boards which made a circuit of their respect-

ive districts once each week so long as their services were required. In addition to this, at times there were a few special medical boards, but they only sat for a short time.

The work of the medical boards as a whole was not entirely satisfactory. In support of this statement, I may say that about 40 per cent of the men ordered by me for re-examination who were originally in lower categories than "A" were, on such re-examination, categorized as "A". Of course some of these cases may have been those of men who at the time of the first examination should really not have been passed in category "A", but I think only a small percentage would come under this head. Probably also owing to the large number of cases which had to be dealt with at the outset, the examinations were not so thorough as they would otherwise have been.

Recognizing the necessity of essential industries not being unduly handicapped by loss of employees, I may say that I took special care to see that the principal industry of this province, namely, lumbering, was not handicapped in this respect. This result I accomplished by deferring, until the winter's operations were completed, sending to the local tribunals the cases of men employed in that industry whose services seemed necessary. This seemed to be entirely satisfactory to the employers of labour in the lumber industry. This course also appeared to me justifiable on the ground that many of these men were in places remote from the tribunals, and almost without means of communication.

As to other essential industries, such as fishing, it appeared to me that the tribunals generally were acting fairly both to the employers and employed, and it was not necessary for me to take any special action.

One thing I might mention as possibly peculiar to this district is that shortly after the time fixed for ordering men to report for duty, a serious outbreak of small-pox occurred, in consequence of which the northern and part of the eastern sections of the province, comprising about one-third of the entire area, were quarantined for several months, thus rendering it necessary to recall orders to report already issued, and to discontinue issuing any further orders to these sections until the quarantine was raised.

Another feature which I think worthy of mention relates to defaulters. While the nominal rolls of defaulters of Groups II and III have not yet been returned from all other registration districts to which they were sent to be checked, the percentage of Group II defaulters, or men who neglected to obey orders for medical examination, amounts to only about 7 per cent of the total number ordered. The Group III defaulters, or men failing to obey orders to report for duty, amounts also to only about 9 per cent of the total number ordered. When the nominal rolls of defaulters of this district are fully checked, possibly this percentage may be lowered slightly. In any event, it cannot be increased. I consider that this is not a discreditable showing for a province of such extensive and sparsely settled areas.

I feel that I should express my appreciation of the work of the District Public Representative, Lieut. Roy A. Davidson, under whose direction a large number of appeals and reviews were instituted with most satisfactory results, which could not have been achieved without the constant attention and care which characterized his work.

I should also like to express my appreciation of the co-operation of the postal authorities in handling the mail from my office. As a very large percentage of mail despatched from this office was registered, there was necessarily a great amount of extra work thrown upon the postal authorities. By a special arrangement made with them for the handling of this mail, much time and work was saved both in this office and in the post office.

The work of the Dominion and Military Police in this district has been carried on with very little friction, and although some unjustifiable arrests were made in the early stages of operation, no great hardship was occasioned. I must especially mention in this connection Officer Fred. Lucas, a member of the Dominion Police Force, who

has been connected with it almost since its inception. There may, of course, be others equally deserving of commendation, but I mention this officer particularly as I have been brought constantly in contact with him. He has been most careful and painstaking in investigating cases which came under his notice, and always, before taking action in any case, called at the registrar's office and secured all particulars available there in order to decide whether he should proceed in any particular case. I therefore take pleasure in commending his industry and the intelligent manner in which he carried out his very unpleasant duties.

In this district also the co-operation of the Military Authorities with myself has been most hearty, and the relations between the military officials and the registrar's office have been uniformly pleasant and cordial.

I also gratefully acknowledge the sympathetic and considerate appreciation at all times of the difficulties of the registrar's work by the Military Service Council, the Director of the Military Service Branch, and all those who had any part in directing the operations of the Act, and the unfailing courtesy experienced from all those in authority over me.

I cannot conclude this report without bearing testimony to the efficiency of my staff, most of whom, until the recent reduction in number, were with me from the time the office was opened, and all of whom at all times have evinced the greatest interest in the work and have given me their most loyal and whole hearted assistance and co-operation without which it would have been impossible for me to carry on my work as Registrar with any degree of satisfaction or success.

XI. TORONTO, ONT.—M.D. 2.

C. L. WILSON, *Registrar*.

Military District No. 2, and particularly the city of Toronto, had been almost completely drained of voluntary recruits by the date of the Proclamation of October 13, 1917. The spirit which had resulted in this situation produced also public opinion favourable to the enforcement of compulsory service as the only possible means of providing the further necessary reinforcements and the fact that only about 4 per cent of the total registration reported for service on registering, and were found to be physically fit, demonstrates the necessity of resort to some sort of compulsion. The active co-operation of nearly every section of the community relieved this office of many difficulties. The attitude of the press was universally favourable, and the splendid assistance rendered by the newspapers is deserving of grateful recognition.

The southern part of the district comprises the central portion of old Ontario which is closely populated with well-to-do English-speaking farmers. It also includes several large centres of population, principally engaged in manufacturing. A district of this character, pervaded by a reasonably favourable public opinion, would provide no unusual obstacles to the enforcement of compulsory service. The northern section includes new Ontario, which is sparsely inhabited, principally by French-Canadians. Difficulties were experienced here, but were for the most part satisfactorily met.

Active operations were carried on for almost exactly twelve months, and over 27,000 men (exclusive of the 19-Class) were made available for the Army during this period, from a total of some 65,000 registered. In spite of the favourable opportunities for exemption afforded by the Act and Regulations, only the most deserving men succeeded in retaining exemption on other than physical grounds, roughly, 5,000 Category "A" men at the close of operations being still in enjoyment of exemption. There remained, however, nearly 6,000 unexamined men granted exemption by tribunals on other than physical grounds. These cases were in process of review.

Statistics show conclusively that agricultural production was not allowed to suffer, that war industries were safeguarded, and that non-essential industries were reasonably protected. The principal credit for the results in this respect is due to the conscientious, disinterested work of tribunal members.

The farming community appeared to overestimate the value of agricultural production as compared with military service. This state of mind was, however, undoubtedly fostered by the attitude of both the Dominion and Ontario Governments. Of the total farmer registration, only 2.6 per cent signed reports for service, while 11.7 per cent of all other occupations reported for service on registration. Of those who claimed exemption, 8.4 per cent of the farmers (exclusive of 20-22 Class) were placed on active service, whereas 35 per cent of non-farmers (exclusive of 20-22 Class) were drafted. The corresponding percentages, including those placed on duty as a result of 20-22 Class cancellation of exemptions are: Farmers, 26 per cent; non-farmers, 45 per cent. Of the farmers actually drafted, in addition to those given harvest and compassionate leave, 37.7 per cent were returned to the records of the registrar by the military, leaving only 2,812 on active service, including all who received leave of absence, out of the total of 29,119 of all classes made available in the district. It would appear, therefore, that farmers as a class have been most leniently dealt with in this district.

The French Canadian and alien population, as well as the conscientious objectors and the Ontario Mennonites, exerted almost universally a passive opposition. French Canadian lumbermen in most cases disappeared after registration. Tribunal members in such communities and in some farming districts were often subjected to severe persecution, but they did their duty. Some difficulty was experienced, too, with a number of men who were ostensibly Canadians, enjoying all the privileges of citizenship, and who claimed exemption, but who, when ordered to report, informed the military that they were American citizens and were therefore given indefinite leave under authority of routine orders.

Seventeen units and mobilization centres were organized in the district, but their operations were perfectly co-ordinated by the Military Service Act District Officer, Major T. P. Grubbe, whose administration cannot be too highly praised.

The relations with the military have been characterized by the most unusual cordiality and co-operation, mutually satisfactory procedure being arranged at times in the face of contrary or conflicting instructions in both Registrars' Circulars and Routine Orders. Such procedure was often ultimately adopted in all districts. Lack of harmony was experienced only in the relations with the Assistant Judge Advocate General, and the Leave of Absence Board.

Serious difficulties resulting principally from lack of local responsibility developed in statistical records and in other respects in connection with the Royal Air Force, but the spirit shown by the officers in this unit made finally possible more correct and satisfactory results.

The initial handling of cases by Local Tribunals cannot be substantially improved upon. The intimate local knowledge possessed by many members of rural tribunals was of great advantage. A high tribute should be paid to the work of all local tribunals with a very few exceptions.

The Appeal Tribunals might well have been cut to smaller numbers with a view to efficiency, but the work of the majority of these was noteworthy. Generally speaking, the spirit of the people of this district was exemplified in the self-sacrificing and painstaking devotion to duty of the members of both local and appeal tribunals.

Some difficulties were experienced with local tribunal members and appeal judges who apparently failed to read or understand the Act and Regulations and their instructions, and to follow the statutory forms of decisions; but cause for dissatisfaction in these respects was generally eliminated at an early stage.

The experiences of this office with the Central Appeal Judge were characterized from the outset by delays which resulted in the continuation of exemptions for periods

as a rule quite unwarranted by the facts. The decisions of the Central Appeal Judge on many typical cases would have been a valuable guide to lower tribunals if they had been rendered sufficiently early to be of service.

Twenty-two local medical boards were established in the district. Some of these commenced operations early in September, 1917, for the purpose of preliminary voluntary medical examinations. These voluntary examinations proved to be, on the whole, unsatisfactory.

The necessity for confirmation or correction by re-examination resulted in the establishment of Boards of Review, five of which were finally nominated for the district. The Boards of Review were employed practically exclusively for all re-examinations subsequent to the end of March, 1918. Their work was of the highest order, and cannot be too greatly commended, but their number proved insufficient for the many cases which were developed for them by the Public Representative's Department. At the date of the armistice, several thousands of cases ordered for re-examination had not been reached. The labours of Major Charles B. Shuttleworth, President of Board of Review No. 1, deserve special mention. An average of 25 per cent of cases re-examined by these boards were raised to category "A".

Trouble was experienced with the certificates of civilian doctors. These were frequently based more on sympathy with the draftee than on his physical disability.

The serious difficulties resulting from lowering of categories in Board of Review cases by standing battalion medical boards and medical officers were ultimately eliminated by amendment to the Routine Orders.

Mental cases were referred to a special psychiatric clinic, the decisions of which were promulgated through Board of Review No. 1.

The Dominion Police Force was organized locally with extraordinary rapidity, and was operated in a generally efficient manner. Co-operation with this organization, while always of a high order, was more satisfactorily obtained while the police were under the jurisdiction of the Department of Justice. Responsibility for their activities has always been associated, rightly or wrongly, by the press and the public, with the office of the registrar who, with his Public Representative, would appear to be a logical source of the supervision and control of the work of this force.

It is interesting to note that the fines collected by the Dominion Police in this district will pay a large part of the expense of the force. The organization is at this date actively engaged in the prosecution of defaulters.

To illustrate the extraordinary activity of this force, I may mention the cases of the constable in a Georgian Bay town who, feeling that a man could not be a sailor on land, apprehended and locked up a man exempted as a sailor while on his way to a boarding-house from his recently docked ship; and of another constable in a small town, the capacity of whose jail was forty, who felt it his bounden duty to fill said jail every night, with result that many prominent citizens of the town suffered.

Mr. Glyn Osler, K.C., took office as Ontario Registrar on September 15, 1917, on the understanding that the organization under the Military Service Act was of a temporary nature, and that the operations would be completed in three or four months. His other engagements made it necessary for him to resign in March, 1918, and Mr. C. Lesslie Wilson, who had been assistant registrar from the outset, succeeded him and still remains in office. The other assistant registrars were Messrs. A. F. Barr, Malcolm H. Robinson and A. E. Allen. The last two resigned about the same time as Mr. Osler, and Mr. H. E. Machell, who still acts as assistant registrar along with Mr. Barr, was appointed. The original establishment laid down by the Military Service Council provided for six assistant registrars and a staff of two hundred. The office has been successfully operated with two assistant registrars, and the staff has been varied in accordance with the requirements of the work and has at times largely exceeded two hundred.

Operations from October 13, 1917, on which date the first claims and reports were received from the post offices, have been carried forward under the direction of the Military Service Branch. A high tribute should be paid to the original chart of operations and circular instructions. Substantial changes were, however, necessary in March and April, when the review was commenced and the work assumed a more permanent character. My office was divided into the following principal departments: general office, including an enormous amount of personal interviewing; correspondence; mailing; operating; filing and indexing; supply, accounting and purchasing; permits; and that of the District Public Representative which may be briefly described as follows: complete freedom was given to the registrars in the organization of the department of the District Public Representative, and this important division of the registrar's office has developed along distinctive lines in most districts. The volume of work performed by its various sub-departments is dealt with in some detail, as the final statistics give no idea of the ground covered to produce the results. The following information regarding this department was prepared by Mr. W. R. Smyth, K.C., who was appointed District Public Representative on February 11, 1918.

The organization of the Public Representative Department in this district worked out into the following sub-departments:

1. The Investigation Branch, which reviewed all exemptions granted by local and appeal tribunals; examined over 40,000 cases, and sent for review upwards of 10,500 cases; examined the no-category cases, and sent about 3,400 for medical examination, of which about 1,500 were put in "A" and 400 in "B" (this includes the results of the medical examinations ordered by the Information Branch); examined the general questionnaires, of which over 44,000 were issued; farmers' questionnaires, exceeding 6,000; and American questionnaires, exceeding 3,000. At the time of suspension of the work, this sub-department was engaged in the examination of the 19-year old and American cases.

2. The Medical Branch, of which the Staff Medical Officers were furnished by the A.D.M.S. and ranged from one to five, according to the work. Read all medical history sheets other than "A" (about 29,000) and sent about 14,500 for re-examination by Medical Boards of Review, of whom approximately 2,500 did not attend, and 2,000 were cancelled or not reached (this latter figure includes about 1,300 men returned by the Military to registrar's records on account of lowered medical category, and ordered for re-examination en masse). In round figures, 10,000 men were re-examined, 2,500 raised to "A", and 1,500 to "B".

3. The Trial Preparation Branch, which briefed the cases for hearing, furnishing in each a summary of evidence for and against the claim; after trial, perused the evidence and result and decided the question of further appeal; wrote upwards of 22,000 briefs (2,800 in one week) and approximately the same number of letters. The peak load was carried with the assistance of volunteers from the legal profession, without whom the work could not have been got out.

4. The Trial Branch, which appointed trial representatives and conducted all correspondence with them; furnished briefs and particulars in each case, furnished court reporters to take all evidence and turned over the results to the preparation branch; handled upwards of 10,500 cases heard; had standing for hearing, or in course of preparation, when work ceased, about 6,200 cases distributed between farmers, Americans, reviews, extensions, aliens, and raised medical categories; sent to Central Appeal Judge, 1,128 cases on behalf of the Public Representative, and 1,495 cases on behalf of the applicant for exemption. There remained undisposed of by the Central Appeal Judge, 940 cases.

5. The Information Branch, which dealt with specific information, written, oral—anonymous and otherwise—in respect to individual cases; scheduled for investigation some 3,500 cases, of which 1,200 were ordered for medical examination or re-examination, and 700 for review; reported to the police over 1,000 cases of men not on index and presumably Group I defaulters.

6. The Employers' Questionnaire Branch was later established to handle M.S. A. 70 and assimilate the information furnished. Some 500 of these were despatched, and about 200 were ready to send when operations were suspended. Return necessitated investigation of about 11,000 files, and the despatch of about 15,000 special questionnaires. In the result, 212 cases were placed in the hands of the police, and it is worthy of note that these almost entirely were cases which could not have been detected in any other way. Through the information in this department, appeals relative to 100 firms were scheduled en masse to the Central Appeal Judge to be dealt with along the lines of the bank cases.

The maximum staff of this District Public Representative's Department ran to something over sixty, and rose and fell in accordance with pressure of work. In all, the department appears to have drawn and examined between 110,000 and 115,000 files. Between the 22nd of April and the 6th of September, approximately 8,900 cases were heard, 4,800 refused exemption and 4,100 allowed (of which the majority were for short periods only). When work was suspended, there were in process for hearing, as stated above, some 6,200 cases which, on a percentage basis, would have netted an additional 2,500 or 3,000 men. At this time, a drawer-by-drawer investigation of files was about to start, which would have picked up all the missed cases. In six months this district would have been thoroughly combed. From men already heard and disallowed or granted short exemptions, and from those about to be heard, calculating on percentage, it is fair to say there would probably have been realized a total of between 8,000 and 9,000 men available for service, as the result of review, or medical re-examination, not taking into account the 19-year old class.

Operations of the Information and Employers' Questionnaire Branch disclosed in the neighbourhood of 1,200 apparent Group I defaulters, whose cases were handed to the police for investigation; others will doubtless be unearthed by the public appeal for information which it is understood the Department of Justice contemplates.

A careful investigation of the cases of the men who did not appear for medical re-examination when ordered shows in this district from 1,000 to 1,200 actual defaulters, either by reason of failure to advise change of address or disobedience of the order received.

As reported by the Military, the number of Group III defaulters, i.e., those who failed to obey their orders to report for duty, will run to about 1,800. Fiats are being applied for, and the prosecution of these defaulters is now proceeding.

The mention of certain features possibly distinctive in this office may be of interest. The unusual appeal of this type of work to the better class of employees resulted in a particularly efficient staff, characterized by a splendid spirit and enthusiasm. There was constant study of individual ability by the responsible officers, and positions were held at all times by merit alone. Generally speaking, the prevailing commercial wages have been paid.

Special forms and form letters to the number of 109 were freely made use of to shorten the routine operations and correspondence. All typists and checkers were concentrated in one department under special supervisors. The procedure relating to incoming and outgoing files was dealt with completely in a Transfer Department. Low-category defaulters were taken directly on to the records of the office, and an exemption certificate, marked "defaulter", was issued without further formality. A modified form of returning men to the registrar's records by the Military was worked out in this district some time previous to its general adoption. The cancellation of orders to report for duty in this and in other connections was in operation from March, 1918, long before the acceptance of this procedure elsewhere. Men appealing against decisions granting time exemptions were requested to withdraw such appeals and apply later for extension of exemptions. This reduced the number of appeals, and made it possible to deal with applications for extension much more satisfactorily. The requirement of leave to appeal was generally disregarded, the hearing of the appeal and of the

application for leave being practically consolidated. Unnecessary operations were thus eliminated. A special tribunal was set up to deal with claims for exemptions of persons alleged to be without the jurisdiction of the Act. A determined effort was made to deal satisfactorily with venereal disease cases. Authority for the proposed procedure was, however, obtained too late to be of much practical service.

It may be of interest finally to offer some suggestions for future registrations based on my experience in this district. The continuation of an intensified review of Class I would have made a large additional number of men available, but it is questionable whether the original Class I could have been further drained without prejudice to the necessities of industry and production. It is reasonable to suppose that if the urgency of the military situation had continued, the 19-Class men who had reached twenty would have been called in preference, and it is suggested that a complete registration of all classes and the call of the more obviously available men from the later classes would have met the needs of the situation at less cost and at decreased disruption of industry and production. A system suggested for such a general registration is a refinement of that adopted for the 19-Class and American registration, which has the merit of simplicity and low cost.

The free use of all forms of publicity is emphatically advocated, coupled with the placing of the publicity operations in the hands of qualified experts. A skilful and continuous publicity campaign would undoubtedly result in a large decrease in the number of defaulters and other offenders, and would save money in the long run.

Supporting claims filed by relatives, employers, and other persons must in future be dealt with under the same registration number as the original or principal claim. The troubles caused by duplication of registration numbers were only less serious than the difficulties in connection with statistics and returns resulting from the continuation of voluntary enlistments which, it is submitted, should under no circumstances be continued after orders to report for duty are first issued.

The plan of permitting preliminary voluntary medical examinations is also subject to serious abuse, and has caused enormous unnecessary expense in re-examinations. Medical examinations should be conducted only under definite order issued by the registrar.

The introduction of proper card systems at the outset would probably have resulted in material saving, but cards, covering a registration of this size, must be handled by mechanical means, for efficiency and economy.

The advantages in absolute accuracy, low cost, and great speed of mechanical card sortation systems are becoming generally well known, and it is inconceivable that any other method should be adopted for taking care of complicated operations in connection with large card systems.

It is submitted that the number of legal processes and delaying operations which may be resorted to under the existing Act and Regulations might be materially reduced without injustice to the public; and as proof of this fact I would mention the case of the son of a well-known Toronto family who made use of practically all of the fifty-odd operations countenanced by the Act and Regulations for evading military service in postponing the call. This young man was finally ordered to report and was sent on his way to England; but it is stated that he was not permitted to get beyond the three-mile limit, being taken off the transport, and the country thereby losing an intelligent, though unwilling soldier.

The necessity of proving delivery of the documents issued from the registrar's office has been admirably met by the post office acknowledgement and receipt card, M.S.A. 22, and the general use of this card is suggested.

More frequent consultation between the local and central authorities would have been of great advantage, as well as sectional consultations between registrars. Such personal discussion and conference has proved to be of much greater utility than any method of communicating instructions.

Any report on the enforcement of the Military Service Act in this district would be incomplete which failed to emphasize the obvious advantages which have accrued to the individual draftee from his experience with military service. The adoption of some form of periodical military service in future would be productive of the most far-reaching results.

XII. VANCOUVER, B.C.—M.D. 11.

R. S. LENNIE, K.C., *Registrar*.

I have the honour herewith to submit my report on the operation of the Military Service Act in this province.

The area of British Columbia, by map measurement, is 395,000 square miles. It has approximately 3,000 miles of coast and border line. It has port connection with the United States, the Orient, the Antipodes, and Alaska. It comprises numerous islands, including Vancouver island, where the capital of the province is located, and the Queen Charlotte islands, opposite Prince Rupert, the terminus of the Grand Trunk Pacific railway.

The population of the province is approximately 350,000, which includes an estimated foreign population of about 90,000, plus 20,000 native Indians and about 20,000 Americans, leaving an estimated total population of about 220,000 white British subjects. The total original registration of Class I was 18,578, in addition to which 2,631 registered under the 19-Class, and 3,525 under the American Convention.

There were eighty-two local tribunals constituted to adjudicate on 15,393 men in respect of whom exemption had been claimed. In the main, these local tribunals rendered excellent service and carried out their sometimes painful duties with general satisfaction.

There were also constituted thirteen medical boards throughout the province and three Medical Boards of Review, one in Vancouver, one in Victoria, and one travelling board. These were constituted by the Department of Militia.

The production of coal, metals, lumber, fish, pulp, agriculture, and the industries resulting therefrom, the production of spruce destined for aeroplanes, and the extensive transportation on land and sea involved the careful guarding of the national interest at all times.

The United States international boundary line of about 400 miles and the boundary line with Alaska of 600 miles (only a very small portion of which was protected by the immigration authorities), provided easy escape for those who desired to evade military service. Immediately upon my appointment, I strongly recommended, after consultation with all the interested local departmental officials, that boats under eighty tons should be cleared through the port of sailing, so that a thorough check could be had on evaders. This recommendation was not acted upon, and a number of evaders escaped by this easy route.

Owing to the presence of naturalized Japanese, Chinese, Italians, Americans, Greeks, and other nationalities, and also to the presence of Indians and Hindus, all of whom were affected and required to register, numerous difficulties were encountered which, however, were largely removed later by orders in council and the American Convention.

The population of this province, apart from the cities of Victoria, Vancouver, New Westminster, and Nanaimo is sparsely settled in mountainous regions and in valleys removed, in a great many instances, from transportation of any kind, and accessible only during certain months of the year.

To supply its proper quota of soldiers for the Army from Class I at a minimum expense to the public, with fairness and impartiality under the foregoing conditions, and to consider and safeguard the national interest, was the problem rendered more complex by the large voluntary enlistments that had taken place from this province.

I immediately established friendly administrative relations with all local departments of the Government, and especially with the G.O.C., M.D., 11, and his staff, the officers commanding the two depot battalions and the respective units of the Canadian Expeditionary Force, the R.A.F. and the R.N.C.V.R.

Thereupon heads of various departments were chosen and a flow sheet of the operations in detail prepared for the use of the staff. With the aid of a unique filing system, distinctive coloured paper representing the different medical categories, the use of a flag to indicate those ordered to report for duty and card indexes for appeals and reviews, both of exemption claims and medical categories, the internal detail operations became largely mechanical, except when circulars were received from the Branch indicating a new procedure which was promptly elaborated and procedure defined in writing to the heads of the respective departments. This practice, coupled with the proper allocation of mail matter, simplified the detail work and prevented the possibility of error.

It was obviously necessary that the public should be kept well informed and those affected thoroughly advised of their respective duties and obligations under the Act, and I gratefully acknowledge the assistance of the press in this regard. As a rule, the public were sympathetic and obedient in complying with the law and the orders issued from this office. Little or no friction was caused in the administration of the Act, which was largely attributable to the liberal use of telegraph and telephone, and the accuracy and promptness of correspondence based upon an inspection of the individual file in each case.

While the assignment of cases by the registrar to local tribunals was largely mechanical, in view of the large number of local tribunals established, a more difficult situation arose in connection with the assignment of appeals to appeal tribunals, of which thirteen were constituted by the Chief Justice of the Court of Appeal who, however, so distributed and allocated the appeals that a minimum of inconvenience was caused to the respective appellants.

I am indebted to the Hon. John Alexander Macdonald, Chief Justice of the Court of Appeal, for his valuable local knowledge and assistance in the assignment of the appeals, and to the respective appeal tribunals for the prompt adjudication and return of decisions, and the sincere interest displayed by them in the discharge of their onerous duties.

One official was charged with the duty of scrutinizing the individual file where consent to leave Canada was desired, but owing to the military headquarters and a Depot Battalion being established in Victoria, it was necessary to establish a branch office there for a time.

The cancellation of exemptions of the 20-22 year men was generally unpalatable, not only to the men themselves, but to their relatives and employers, as undoubtedly great hardship was thereby created in some cases, and most onerous duties of personal explanation were thereby occasioned; yet the closest co-operation between this office and the Depot Battalions relieved serious protests and prevented undue hostility in the administration of this feature of the regulations.

When review work was undertaken, I appointed Major W. M. McKay, District Public Representative. He was assisted by public representatives at tribunals who, wherever possible, were returned soldiers. His work was divided into two classes: (a) Review of all exemption claims and decisions given; (b) Review of the medical category of each man, with the aid of the Medical Board of Review.

The great distance of some localities from this registry and the lack of transportation required representation at tribunals by public representatives, but as time went

on, it became possible to change this system by written representations from the District Public Representative, after an examination of the jacket, and local information secured.

Five reviews of the files were made in order to ensure that justice was done. The District Public Representative was advised by an Agricultural Representative concerning the exemption of farmers claimed in the national interest. He was also advised by an Industrial Representative who personally examined the files of all men claimed by essential industries as being engaged in work of national importance. This adviser personally attended the industry where men whose exemption was claimed were engaged in work, and from his inspection and report, the District Public Representative was able to make proper representation to the respective tribunals.

The District Public Representative personally supervised the granting of exemption to loggers and others engaged in the production of aeroplane spruce, and also assisted the military authorities in the consideration of claims for conditional leave of absence on the application of the Imperial Munitions Board who had let extensive contracts for that material which was largely produced from Queen Charlotte islands and northern coast points. Acting in co-operation at all times with the G.O.C., M.D. XI, we were able to prevent any material disturbance without the establishment of Forestry Battalions.

My relations with the heads of industrial concerns were at all times cordial and at no time was any designed effort discovered to defeat the objects of the Act.

May I add that, with the assistance of a very competent staff and unflinching support from the Military Service Branch, I was enabled to meet and satisfactorily deal with the many apparent difficulties encountered in the administration of the Act in this province.

XIII. WINNIPEG, MAN., KENORA, ONT.—M.D. 10.

Capt. D. R. M. McLEAN, *Registrar*.

I have the honour to submit the following report on the administration and operation of the Military Service Act in Manitoba and the portion of Ontario lying within Military District 10.

The regulations first passed provided for separate registration districts with a registrar at Winnipeg for the province of Manitoba, and a deputy registrar at Kenora, Ont., for the portion of Ontario lying within M.D. 10. In February, 1918, it being decided by the Branch that one registrar situated at Winnipeg, could administer the Act for the entire Military District more efficiently and economically than was possible with the arrangement in force, Mr. Geo. A. Toole, the Deputy Registrar at Kenora, assumed the duties of registrar for Manitoba in addition to those of the deputy registrarship then held by him. You are aware that this work was performed by Mr. Toole without salary. In June, 1918, as he found his personal affairs required his immediate attention, Mr. Toole resigned and the writer assumed the dual duties of the post at Winnipeg.

Registrants in Military District 10 may be divided roughly into four classes as follows: farmers, industrial workers, fishermen, lumbermen and Great Lakes sailors.

To protect the national interest and at the same time obtain essential reinforcements from these classes required careful review of all claims and many investigations by special questionnaires, and by enquiries of local people conversant with the situation of the men concerned.

During my tenure of office, this work was performed by Capt. C. V. Lindsay, the District Public Representative, in a very satisfactory manner.

In a prairie province, the necessity of retaining sufficient men to carry on the season's work in such a vital industry as agriculture may be appreciated easily. I, therefore, found it necessary to abandon medical examinations of all men engaged in agriculture from the first week in August, 1918, until the end of the harvest season. This materially reduced the number of men medically examined and made available in the district, but certainly served the purpose of greatly assisting the farmer to care for the crop in Manitoba, which was particularly necessary as this province had probably the largest yield of any of the three western provinces in 1918.

To decide the case of claims made by or on behalf of the three great railway systems on an equitable basis, an effort was made to get all the cases before the Central Appeal Judge as rapidly as was possible under the Regulations and at the same time, Mr. Kidd, an ex-employee of a railway company, was attached to the staff of the District Public Representative to obtain and submit with the cases as much data as was possible to secure.

A large percentage of the population of Manitoba is made up of aliens and men disfranchised by the War-time Elections Act, and great difficulty was met with in dealing with the situation which arose owing to the fact that many aliens failed to understand the proclamations issued and registered, while men who were disfranchised by the War-time Elections Act understood, or at any rate claimed to have done so, that the War-time Elections Act absolved them from the necessity of registering as called upon to do by the proclamation of the 13th October, 1917.

The latter fact increased the number of Group I defaulters, and the fact of the aliens registering increased the labours and difficulties of the tribunals, as the alien was frequently not in possession of evidence sufficient to disclose the fact that he was not subject to the Act, when he attempted to prove it before a tribunal or to the registrar, the only procedure left open being to prosecute when the alien failed to obey some order issued by the registrar and thus allow a civil court to decide the status of the man.

Many of the registrants disfranchised by the War-time Elections Act failed to prove the date of their own or parents' naturalization, or other facts in connection with their cases, and when the order in council, cancelling the exemptions of men aged 20 to 22 came into force, no tribunal had jurisdiction to pass on their cases. Consequently, a number of men liable only for non-combatant service were ordered to report for duty, and as to these must be added the men of the non-combatant class ordered in during the first few days after the passage of the order in council referred to and before the Military Authorities declared that only men liable for combatant service were required by them, the total of men returned to record of registrar as erroneously ordered to report by registrar was increased considerably.

In my registration districts, the general feeling appeared to be that the necessity to support the troops overseas was paramount and that only after that could the individual be considered. Naturally, cases of extreme hardship caused by the cancellation of the 20-22 Class exemptions were rather freely discussed, but as most of the legitimate cases were dealt with promptly by the Military Authorities, as arranged, the feeling and discussion aroused quieted down.

This, of course, does not refer to the settlements where enemy alien nationalities were predominant. In one district, I believe, the Assistant Provost Marshal found it necessary to make a show of considerable armed force in order that the Act might be enforced and particularly contumacious defaulters apprehended and placed on trial.

No review cases were placed before local tribunals, but appeal tribunals were selected for this important work and arrangements made for the tribunal to sit at a point close to the home of the man concerned. It was found necessary to obtain a full transcript of the evidence offered, and arrangements were made for providing stenographers to take the evidence in every case. This evidence was found invaluable when appeals were carried to the Central Appeal Judge or if extensions were asked of exemptions granted.

The work of the judges composing the appeal tribunals was most praiseworthy. They all took endless pains to give impartial and well-weighed judgments, and carry out the spirit of the Act and Regulations. This occasioned very hard and thankless work for all of them.

Every effort was made to place the Royal Air Force and other Imperial units recruiting in the district in touch with men suitable for their purposes, particularly 19-Class men for pilots and men in medical category "B" who were likely to become mechanics. Lists of these men were made up and given to the Royal Air Force at different times, so that their requirements might be properly laid before the individuals by circular letter or otherwise.

In spite of contradictory or unintelligible Routine Orders, and other instructions, cordial relations were maintained with the General Officer commanding Military District 10 and the officers under him. Most misunderstandings resulted from the instructions referred to, and were cleared up as we went along.

I believe that before the present General Officer Commanding the District took command, rather loose records were kept; but by a rigid system of checking and re-adjustment these were made orderly again and so maintained. A mobilization centre to be used as a clearing house would have been a valuable adjunct to the Depot Battalion, as through it, aliens and others arrested for not carrying sufficient proof to show they were outside the operation of the Act might have been cleared, thus doing away with the discharges of these men from the Depot Battalion which entailed a great deal of needless labour and confusion.

Many harvest hands were in Manitoba during the period when registration under the proclamation of the 13th October, 1917, took place. In many cases, these men signed reports for service and were medically examined; they then left Manitoba for their homes in Eastern Canada and there voluntarily enlisted in C.E.F. units. They were of course, ordered to report for duty in the district of registration, and assumed to be Group 3 defaulters. Almost endless trouble had to be taken to trace cases such as these down and eliminate their names from the Group 3 defaulters lists. Other men, mostly railway employees, signed reports or claims under a name assumed to secure work with a railway company other than the one they had been discharged from. These men left for homes in Eastern Canada and there enlisted in C.E.F. units under their proper names or else had exemption claimed for them by parents or others interested under their proper names. To trace down these men, and in the first instance eliminate their names from the Group 2 or 3 defaulters lists, and in the other consolidate their files, occasioned a great deal of trouble; in fact I am sure many of the present Group 2 and 3 defaulters are men whose cases are at least similar to those given.

I have the honour to draw your attention to the self-sacrificing, tireless, loyal staff in my offices; their more-than-praiseworthy efforts were animated by a feeling that the work they were engaged in was most vital to the men overseas, and if an additional spur was necessary, it was supplied by the fact that in nearly every case the individual had either been over there himself or had some one very dear engaged in the struggle.

